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CHINATOWN COMMUNITY PLAN

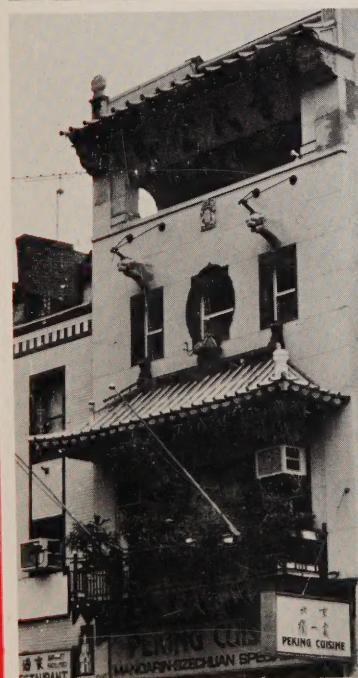
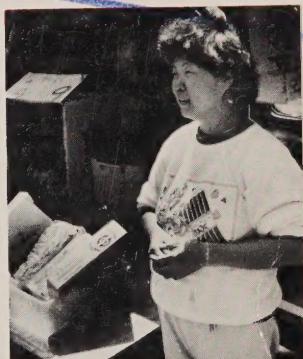
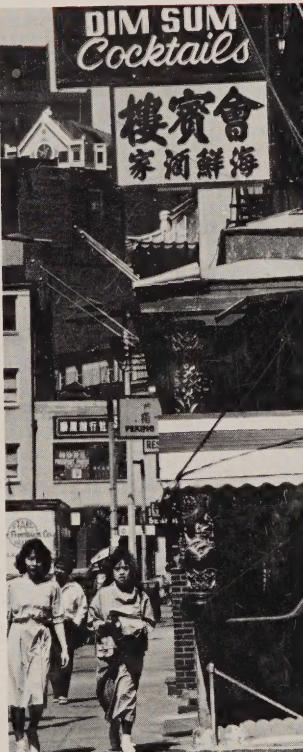
華埠社區整體計劃

A PLAN TO MANAGE GROWTH

MARCH 1990

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CHINATOWN / SOUTH COVE
NEIGHBORHOOD COUNCIL

CITY OF BOSTON
Raymond L. Flynn, Mayor

BOSTON REDEVELOPMENT
AUTHORITY
Stephen Coyle, Director



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Dear Fellow Citizen:

Boston's Chinatown community represents a unique and special part of our city's collection of culturally rich and ethnically diverse neighborhoods. For the Asian community in the greater Boston area, Chinatown serves as the principal center of economic, social and cultural activity. Located in the center of Boston, this century-old community also contributes much to the vibrancy and high quality of life enjoyed by Bostonians and visitors to our city alike.

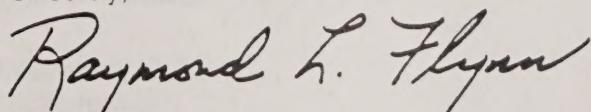
At the dawn of the new decade, Boston's Chinatown is a community at a crossroads. Chinatown is a community facing major challenges, challenges to its identity, its preservation, and its future. It is also a community of significant strength of character, with the will and potential to meet its challenges and to shape a future of its choice.

The Chinatown Community Plan represents a joint and unprecedented effort of the Chinatown community and the City of Boston to chart the direction of Chinatown's future. The two-and-one-half years of effort and commitment invested in the plan's formulation have served to clarify its fundamental goals: preserving and enhancing the long-term viability of Chinatown itself. The plan aims to achieve these goals by addressing the challenges of providing affordable housing and community services for a population that tripled between 1950 and 1987, of fostering neighborhood business and economic development, and of effectively managing issues such as traffic, land use and environmental protection.

As Chinatown pursues the implementation of this plan and related zoning initiatives, the advocacy and participation of community residents and leaders will continue to be vital ingredients. For its part, the City of Boston will continue to ensure that the economic benefits of downtown development, and the economic opportunities generated by that development, are equitably shared with the Chinatown community. Working together, we can achieve great things.

I wish to congratulate the Chinatown community on the historic development of this plan for the future. I look forward, in the years ahead, to working with all of you toward its successful implementation.

Sincerely,



Raymond L. Flynn
Mayor

Dear Members and Friends of the Chinatown Community:

Two-and-a half years ago, the Chinatown-South Cove Neighborhood Council and the Boston Redevelopment Authority concluded that the planning principles affecting Chinatown must change. The needs of the community had to be the focus point.

Without careful planning and serious input from the Chinatown community, proposed development would severely affect its future. These projects include the new Central Artery - Third Harbor Tunnel and Massachusetts Turnpike projects, the mega development projects bordering Chinatown, and the uncontrolled institutional expansion in the community.

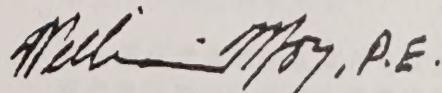
To plan for the future and manage development, the Chinatown community and the city have been working together to prepare the master plan and new zoning regulations for the future of Chinatown. This effort has meant many long hours of hard work by the CNC and the BRA staff. The master plan and new zoning are the product of many diverse groups, agencies and institutions which make up the Chinatown community. It is not just the product of a single person or group. It is truly a community plan that we can all feel proud of.

The master plan is a plan for future growth and expansion. It provides the framework for much needed affordable housing, expansion to the Chinatown Gateway area, expansion to Massachusetts Turnpike Air-Rights, and integration of institutional planning within the Chinatown Master Plan.

I would like to thank all the people that have made this plan a reality. A special thank you to Mayor Raymond Flynn and Director Stephen Coyle for their unwavering support of Chinatown, to the CNC Master Plan Ad-Hoc Committee and the Land Use and Development Committee for their input and dedication.

Very truly yours,

Chinatown-South Cove Neighborhood Council



William Moy, P.E.
Co-Moderator

親愛的市民：

波士頓市擁有多個族裔的社區及有豐富的文化，其中華埠社區佔有獨特的地位。在大波士頓的華人社區中，華埠是一個主要的經濟、社會及文化活動中心，作為波士頓市中心的一環，華埠這個有着百多年歷史的社區，對波士頓市民及遊客所享受的活力及高生活質素也有極大的貢獻。

在這新年代起步的時刻，波士頓華埠正是一個處於十字路口的社區。華埠社區面臨着一些主要的挑戰，這些挑戰針對華埠的自明性，保存及未來。華埠也是一個擁有極大潛能、力量與決斷的社區，必能成功地邁向這些挑戰而塑造出合符社區理想的未來。

在這簡報中所列出的整體計劃大綱是代表著一個前所未有的，華埠社區與波士頓市政府攜手共同努力的成果，以為日後的華埠明訂方針。經過兩年半來的努力與投資，規劃的基本目標獲得肯定：護育並且提昇華埠長遠的活力及生機。為達到這目的，整體規劃的目標是為自一九五〇至八七年間增加了三倍人口的華埠，提供可負擔的平價房屋及社區服務，鼓勵鄰里商業和經濟發展，有效地處理交通，土地使用與環境保護等問題。

華埠社區整體計劃及土地使用法規進一步的實踐及推行仍要繼續仰靠社區居民及領袖的倡議及參與，而波士頓市政府的責任將會是繼續保證來自城中發展所帶來的經濟利益及機會均等地惠及華埠社區，齊心努力為華埠努力，我們必將有所成。

本人謹祝賀華埠社區順利完成此項極富歷史性並着眼未來的整體發展規劃，並期望在此後數年間，能和各位繼續並肩努力，以成功地實現華埠社區整體計劃的理想。

波士頓市長費林漢

親愛的華埠社區成員及友人：

兩年半以前，華埠／南粵社區議會及波市重建局共同達到一個重要的結論：影響及華埠的規劃原則有待修正，而焦點必須轉移到社區的需要。

缺乏周詳的規劃及來自華埠社區的認真參與，多項正在籌畫中的建設日後極可能嚴重影響到華埠。這些工程包括議會中的中央幹道重建、第三條海陸通道及省收費公路修建、在華埠邊沿的超大型開發工程、以及在華埠境內無管制的學院機構擴建。

為規劃華埠的未來並審慎影響到華埠的建設開發，議會協同市政府在過去兩年間埋首致力為華埠草擬社區整體計劃及新的土地使用法規。整體計劃及新的使用法規是由組成華埠的多個不同的團體、組織及學院機構努力的成果，這個成果不只是屬於任何一個人或團體。這是一個讓我們全體都感到自豪的華埠社區整體計劃。

華埠社區整體計劃著眼於華埠未來的成長及拓建，為下列各項建設及發展擬定綱要：

一、增建極為欠缺的可負擔平價住宅，面向華埠門牌區擴展。
二、向省收費公路上空發展區延伸，並將學院機構的發展計劃納入華埠社區整體規劃中。

五、謹向所有協助完成此項規劃的大致謝，尤其感謝費林市長及重建局高層的鼎力支持，以及華埠／南粵社區議會整體規劃委員會和土地使用及開發小組委員會的賣責意見及全力以赴的精神和貢獻。

華埠／南粵社區議會主委
陳均寧博士

I EXECUTIVE SUMMARY



I. EXECUTIVE SUMMARY

The Chinatown Community Plan, adopted with the zoning amendments, will mark the first time in the history of Chinatown that community needs and aspirations have guided the city's blueprint for the future growth and development of the neighborhood. The Plan embodies the common vision and community spirit that have evolved through this historic grassroots planning effort for Chinatown.

Community Growth and Neighborhood Conservation

For the Chinatown community, the celebration of a unique cultural heritage and tradition must be accompanied by the possibility and the promise of change for a better future. As Chinatown enters the 1990s, the historic neighborhood has available to it new opportunities and resources which will bring about future growth and development.

These opportunities and resources have resulted from the efforts of community advocates and from city policies which direct the benefits of downtown development to create housing and economic growth in Boston's neighborhoods. The Chinatown community's aspiration for change and growth has been spurred on by the decline of the neighboring Combat Zone, and the planned renewal of the nearby Midtown Cultural District and South Station Economic Development Area.

To build and improve the future for its rapidly growing residential and commercial community, Chinatown should act on these opportunities. However, these same opportunities also prompt an uncertainty about the long-term viability of the immigrant neighborhood, which is simultaneously threatened by the transformation of its adjacent districts, rising property values, and increased traffic.

The challenge confronting Chinatown as a community of Asians and Asian Americans is to protect the area's existing homes and businesses, while broadening and upgrading its housing and economic base. The community seeks to retain its historic role as an anchor for immigrant families, small businesses, and community services. It seeks to enhance a unique cultural heritage that is embodied in its buildings, streets, and the lively pedestrian environment, while facilitating a progressive transformation of the physical appearance of the neighborhood. Change and growth must ensure the survival,

environmental quality, and historic and cultural identity of this densely populated residential and commercial immigrant neighborhood.

As a result, this community-based comprehensive development plan for Chinatown goes beyond the physical distribution of land use, the manipulation of urban form, and the management of traffic and transportation. Driven by over-riding concerns for the social and economic consequences of development, the Chinatown Community Plan serves as a catalyst for creating affordable housing, good jobs, community services, economic diversification, transportation access, civic amenities for recreation and cultural and arts programming, and a quality environment. In addition, the creation and implementation of the Plan has and will continue to serve as a vehicle for community empowerment, education, and capacity building. Proactive community participation has been an integral part of the community-based planning process since the joint master plan initiative was formally launched by the Chinatown-South Cove Neighborhood Council and the City in July of 1987.

Policy Goals and Objectives

The long-term viability and prosperity of Chinatown as a historic residential neighborhood and a cultural, business, and service center will ultimately enrich Boston as a city of neighborhoods that thrives on its diverse heritage. Guided by this common vision, the policy goals and objectives of the Chinatown Community Plan are:

- To strengthen the family orientation of the neighborhood by containing the Combat Zone activities and by creating affordable housing;
- To expand Chinatown's economic base by reinforcing community services and providing opportunities for the growth and diversification of business and employment.
- To strengthen Chinatown's cultural heritage, historic legacies, and environment by enhancing its unique streetscape, upgrading its pedestrian-oriented environs, and reinforcing its community infrastructure.
- To protect Chinatown's land base by redirecting institutional growth to the periphery of the district and preventing further highway construction that infringes on the neighborhood; and
- To support Chinatown's future growth by building "land bridges" at the Hinge Block, the Chinatown Gateway area, and the Turnpike Air-Rights area, which connect Chinatown with the Midtown Cultural District, the South Station Economic Development Area, and the South End.

The supply of quality housing will be increased with a priority placed on the construction of affordable family housing. This will be achieved by implementing the Chinatown Housing Improvement Program on publicly held land in Chinatown, and by applying public resources, including housing linkage contributions generated by commercial development in the abutting Midtown Cultural District and South Station Economic Development Area, to the development of affordable housing.

Community service programs, which support and guide new immigrants through the process of acculturation, will be expanded and enhanced. Job Linkage contributions from downtown development will result in language and job training programs for the neighborhood. The provision of child care, now required of large scale commercial projects, will create additional resources and job opportunities for community-based services. In addition, the historic community support network of family associations and service providers will be reinforced through a broad-based community process which respects and recognizes these organizations' respective missions and collective contributions to the development of the Chinatown community.

While small scale, neighborhood businesses will be encouraged to locate in the historic core of the neighborhood, large scale commercial development or the expansion of existing businesses will be directed to the edges of the neighborhood where the transportation infrastructure can support increased traffic. The future Chinatown Gateway site will further provide for the diversification of businesses and employment which will supplement Chinatown's traditional economic base comprised mostly of community-oriented small service and retail businesses.

The rich diversity and vitality of Chinatown's built environment and mixed-use character will be enhanced, while its image, visibility, and environmental quality is upgraded. This will be achieved though the establishment of new zoning regulations, design guidelines, and development review requirements to govern use distribution, building set-backs and heights, streetscape enhancement, open space improvement, and environmental mitigation measures for water table, traffic, construction, and other impacts. Code enforcement, city services, and public education will improve the sanitary condition of Chinatown's streets and sidewalks.

Transportation access to and from Chinatown will be increased, its pedestrian environment enhanced, and its connection to surrounding districts upgraded by improved vehicular circulation, pedestrian crossing, and parking management. The Boston Transportation Department, working with the Chinatown-South Cove Neighborhood

Council and the BRA, has developed a program which includes both near- and long-term strategies, to improve transportation service and traffic conditions in Chinatown.

The existing land base of Chinatown will be protected from downtown encroachment on its northern and western edges, from institutional expansion in its midst, and from transportation construction at its eastern and southern boundaries. This is achieved by establishing a small business expansion zone along the edge of the Midtown Cultural District abutting Chinatown, redirecting institutional development away from the residential and commercial core of the neighborhood, and replenishing Chinatown's land resources through the reconstruction of the Central Artery.

In addition, "land bridges" connecting Chinatown with the neighboring districts will be created to provide opportunities for growth and expansion. These land bridges include the Hinge Block linking the commercial Chinatown core with the Midtown Cultural District; the Turnpike Air-rights area linking residential Chinatown with Bay Village and South End residential enclaves; and the Gateway site linking Chinatown businesses and workers with the economic opportunities and resources to be generated by the development of the South Station area.

In short, the overall policy goal of the Chinatown Community Plan is to create a social, economic and physical environment that supports and nurtures community growth without undermining the quality of life or destroying the singular identity and legacies of the neighborhood dating from the 19th century.

Achieving the Plan

The Chinatown Community Plan establishes the policy intent and commitment of the City government and the Chinatown community to preserve a unique historic neighborhood, reinforcing its continued growth and development as an anchor for the Asian community while contributing to the common heritage of the City. However, the Plan by no means represents a finite set of solutions etched in stone. Instead the Chinatown Community Plan shapes the course of future actions by establishing common goals and objectives, developing specific guidelines, identifying viable options and resources, and setting in motion key public and community initiatives. These initiatives include Chinatown Zoning Amendments, Chinatown Housing Improvement Program, Neighborhood Economic Development Initiatives, Chinatown

Transportation Improvement Program, Chinatown Beautification Program, and Capital and Street Improvement Program..

To address a wide range of complex issues and the dual challenges of development and preservation, additional actions will occur within the policy framework and guidelines established by the Chinatown Community Plan. Proactive community participation, public education, capacity building, and community empowerment have been integrated in the community-based planning process. The long-term success of the Chinatown Community Plan will continue to depend on a collective effort that draws from the support, initiative, and ingenuity of the community, City and State agencies, and private entities. By implementing the Chinatown Housing Improvement Program, which reserves public parcels in Chinatown for the development of affordable housing by community-based corporations, Asian ownership of land in Chinatown will increase to over fifty percent of the total land area, excluding roadways, for the first time in the history of the neighborhood. Ultimately, the future of Chinatown will be determined not only by public actions or outside private initiatives, but also by the Asian community itself.

'The conservation of Chinatown ... involves the resolution of conflicts and contradictions between old and new, past and present, memories and dreams."

--Pui Leng Woo, *But We Have No Legends, The (Social) Conservation of Singapore's Chinatown*

"This city of migrants is a city of hope and energy but also of uncertainty and some misgivings....They expected and desired change."

--Kevin Lynch describing the city of Giuda Guayana, *What Time is This Place?*

"(Migrants) are a sign of hope, of the will to survive."

--Charles Correa describing the urban migration to Bombay, India.

History and Heritage: A Resource

--Chinatown is a converging point in time and in place.

--Enhance a sense of place and historic claim in the process of growth and change.

The Chinatown Community Plan is a testimony to Chinatown's growth as a community that says, "We will no longer be isolated, we will no longer avoid our responsibilities as citizens and turn our backs on difficult community issues and problems. We want to be involved." Today, a growing Chinatown says we want our voice to be heard, we want to work together, because our goals are not that much different from any of those who want a better city to call home.

Richard Chin, South Cove YMCA

It is with great excitement and hope that we witness the completion and final adoption of the Chinatown Community Plan. We recognize the historical significance of the comprehensiveness of the Chinatown Community Plan. More importantly, we take pride in the community-wide planning effort and consensus on the Plan's goals and vision. We look forward to working with the City to make the vision expressed in the Plan a reality for all Asians.

Terry Hum, Asian Community Development Corporation

We are proud to have participated in developing the Chinatown Community Plan with the community and the BRA. Such an extensive plan would not have been possible if it had not been a joint venture. Positive changes can occur when all fractions of the neighborhood work together. With the adoption of the Plan, I feel more confident that Chinatown will always have a future and a thriving neighborhood in Boston.

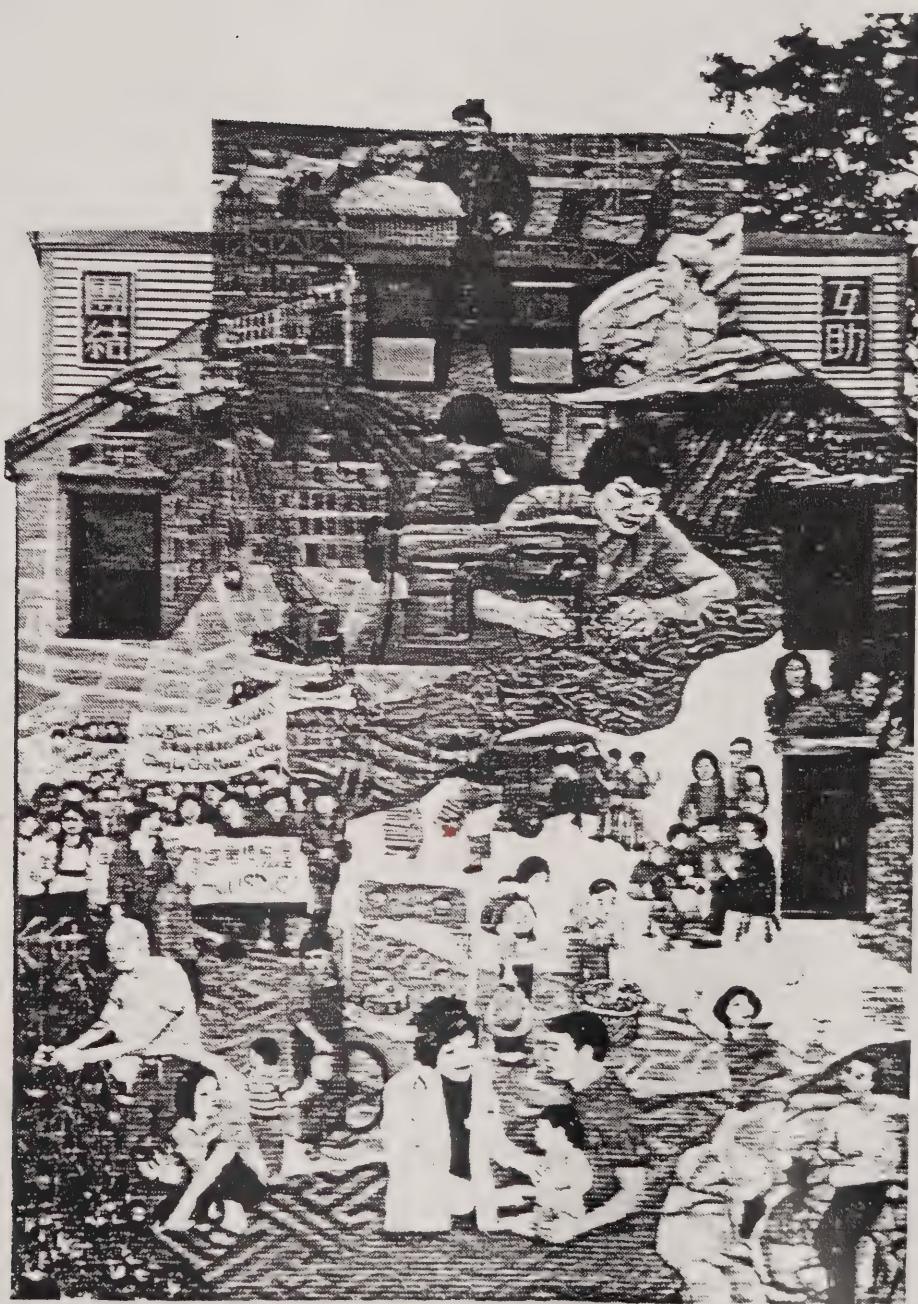
Carol Lee, Chinatown Housing and Land Development Task Force

Chinatown will be much better off as a result of successful implementation of the Plan. I am particularly interested in implementing the Chinatown Beautification Agreement through a comprehensive and coordinated effort involving different city departments. The development of a community center is a must, since social services are critical to this immigrant community.

Bing Wong, Chinese Consolidated Benevolent Association

Chinese Economic Development Council

II CHINESE SUMMARY



華埠社區整體計劃及華埠土地使用法規

華埠：位於叉路口上的社區

華埠是一個處於十字路口的社區，三十多年來，這個鄰里曾在修築公路、大機構擴張及受城中發展所蠶食而掙扎。由一九五〇年至一九八七年，華埠的人口增加超過三倍。但其土地範圍却因興建新道路及醫療機構而縮少了一半。與此同時，鄰近的風化區也日益損及華埠居民的生活質素。

關鍵轉捩點

一九八六年間，來自鄰里發展及學院機構擴張的兩股不同的力量，在華埠興建一個為醫院機構使用，有六百個車位的停車庫提案而衝激起來。社區反對興建停車庫的建議得到市政府的支持，確定土地使用計劃是以社區需要作為準則，而並非因應大機構的需要。市政府支持鄰里而拒絕了停車庫提案的決定奠定了以社區為基礎的整體規劃方針，以作為華埠未來土地使用的指引。

在華埠土地使用規劃及發展的歷史中，這個關鍵性轉捩點終於在一九八八年把一幅由市政府擁有的土地撥交於昆士學校社區委員會作為指定發展人時達至一個高峰。這個撥交決定遭到鄰近的機構在法庭提出的挑戰，但社區及市政府得到勝訴，法庭肯定市政府及社區的立場，即都市規劃理當應和社會經濟情況的改變，從而解決社區在可負擔房屋及社區服務方面的需要。華埠社區計劃是華埠有史以來首次以社區需求及意願去指引未來影響華埠及鄰近地區的策劃及發展藍圖。

以社區為基礎的規劃過程

為華埠而擬定的整體規劃案，是於一九八七年七月起由華埠南灣社區議會(C N C)及市政府共同推展，時當華埠再度面臨了大機構擴展、城中發展、及興建公路的挑戰。在規劃過程當中，社區議會負責引導及協調社區的參予，並由碗省理工學院社區設計室、專業顧問、及集合各種專能的市府規劃設計職員提供技術協助。未來市政府採用的華埠社區計劃及土地使用法規包涵了華埠草根策劃過程中所引發開來的共同理想及社區精神。

政策架構及華埠社區整體計劃

華埠長期以來的繁榮及活力使這個有歷史性的住宅區及文化、商業和服務中心豐富了波士頓，助其成為一個由多個不同文化傳統鄰區組成的真正城市。就在這個共同理想的指引下，華埠全面發展計劃的長遠及短期的政策目標是：

- * 透過興建可負擔房屋去強化華埠社區以家庭為中心的特質。
- * 透過增強社區服務系統及提供商務和就業擴充機會，擴展華埠的經濟基礎。
- * 護助華埠文化傳統及加強具有歷史性的街道形貌。
- * 透過限制大機構擴展入華埠核心區及避免日後公路修建的進侵，從而去維護傳統華埠的土地範疇。
- * 透過土地使用規劃、社區設計指針及交通措施，重新定功能、更變上及地理上把華埠再塑回社區。

高品質房屋的供應將會增加，而可負擔房量是先決要點，以強化以家庭為基礎的鄰里特質。在屋街及馬津尼道之間的 A 及 B 地段將興建二百六十個住屋單位，而其中三分之二是可負擔的，目前正進行初步設計。

這些住宅單元是由兩個以社區為本位的發展機構負責興建，並獲市府提供財務策劃及資源上的協助。主要目的不僅是增加可負擔的家庭住宅單元，並且也同時增加在華埠自置產業的機會。

社區服務是增進華埠居民生活素質及支持華埠移民成員持續發展所不可或缺的要素，因此在質與量雙方面都必須繼續增進。

屋街及拿素街之間的 C 地段計劃興建一所九萬平方英呎左右的社區服務中心。華埠境內多個主要服務機構在托兒、職訓、醫療、及青年，文化活動等方面能擴大服務並改善、提高設備之品質。

華埠特有的多元特色及豐富活動必須加強維護；另一方面華埠的形象、能見度，及環境品質需要提高。有效的工具包括使用規則、設計指引、環境控制標準以解決使用分配、建築物退縮標準、高度規定、街道風貌之改善、開放空間之改良，以及針對地下水位、交通，及施工問題的環境改善措施。

典型鄰里小型商業應繼續集中在華埠傳統的商業核心地帶，大型的商業擴充則被導引到華埠邊緣地點以更利用既有的交通網路，避免阻塞車行及人行，華埠商業及就業類別的多元文化也將得到支持。

便於往來華埠的交通設施將盡量進看，華埠境內的行人環境及其與鄰近地區的往來銜接應獲得改善。服務華埠居民、商家及服務機構的停車設備及車輛流通也將進一步改良。波市交通處和華埠南灣社區議會已為華埠草擬交通計劃及改善方案。為進一步支持華埠規劃的長程及短期的目標，市政府的政策連同社區積極倡議共同努力爭取必要的財政資源，包括了城中發展案所繳交的運費發展金，此外，中城文化區及南站經濟發展區將進一步提供住屋以及經濟資源。

華埠整體發展計劃之目的是創造一個社會及經濟環境去支援及培養社區的成長，而避免降低生活品質，或破壞華埠原自十九世紀末殖民地風貌傳承。

華埠土地使用法規

華埠土地使用法規為在埠內的建築物高度、密度、日後土地發展的使用訂定合法的準則。為實施整體計劃，新的華埠土地使用法規包括：

商業及經濟發展：鼓勵鄰里商業推向日漸委縮的風化區及位處中城文化區及華埠相交處的交匯區段擴展。而華埠門樓區則可以容納主要新增添的及大型的混合使用，並且可以考慮學院機構之發展，以便提供就業及經濟擴展與成長的機會。

土地使用：為保護華埠現有商業及住宅混合使用環境，某些使用將分層規定。在華埠內，樓宇的使用是逐層不同的，地下層可能是一間商店，一樓是酒樓，而以上便是住宅了。垂直的使用管制，讓樓宇的低層部份作為商業用途；而高層部份仍可以作為住宅用途。

開放空間區：為保持及擴展在華埠內的公園、康樂遊戲場地及綠地，建議設立三個永久的開放空間，包括：門樓公園、寶塔公園及大同公園。當中央幹線重建後，門樓地區的開放空間可以擴展。沿着乞臣街及尼倫街邊和麻省公路的上空發展區可以設置新的公園綠地。此外，每一房屋建設，必須以有創意的手法提供遊戲開放空間。在為規劃研討特區提出全面計劃後，會有額外的土地指定作為開放空間。

保護區：建立三個歷史保護區，容許漸進式的改變，同時華埠具歷史及文化傳統的建築物及街道也將會得到保護。除了國家登記保護區內的自由樹，必殊街及垂街外，並包括歷史華埠區。根據歷史前例，在此等地區內的樓宇高度只能在六十五呎與八十呎（即五層至七層樓），而樓宇的設計必須與該地區內的傳統格調配合。

法定高度和密度規定：華埠內除歷史保護區及規劃研討特區外，法定建築高度為八十呎（即六層樓），總樓宇面積只能是建築地盤面積的六倍。如果通過設計審核，建築物高度可增至一百呎（即八層樓），樓宇面積可以增加到建築地盤面積的七倍；而機構學院區內建築物高度可以增至一百二十五呎（即十一層樓），總樓宇面積仍限於建築地盤面積的八倍。此等規定會保護在華埠住宅區、商業區及大學院機構區內尺度及使用合宜的增建機會。

規劃開發特區：新的華埠土地使用法規允許在住宅區、麻省收費公路上空發展區及華埠門樓區等地設立規劃發展特區，以便利用較為具有彈性的土地使用法規去設法鼓動在未充份開發的地區進行適合社區的大型發展。設立規劃開發特區的目的是，鼓勵興建可負擔平價住宅、開放空間、社區服務設施、設置托兒設施、提供與附近鄰里相融合的經濟發展及商業擴張機會，加強華埠與鄰近地區之銜接，而且把大機構的擴展引離華埠核心地區。

實行策略

規劃研討特區：為華埠內三個規劃研討特區進行全面的規劃研究。由於目前仍在策劃中的交通運輸工程計劃，這三個地區均面臨主要的改變。研討計劃結束後，方擬定永久性的土地使用法規，此等地區的長程及短期目標是：

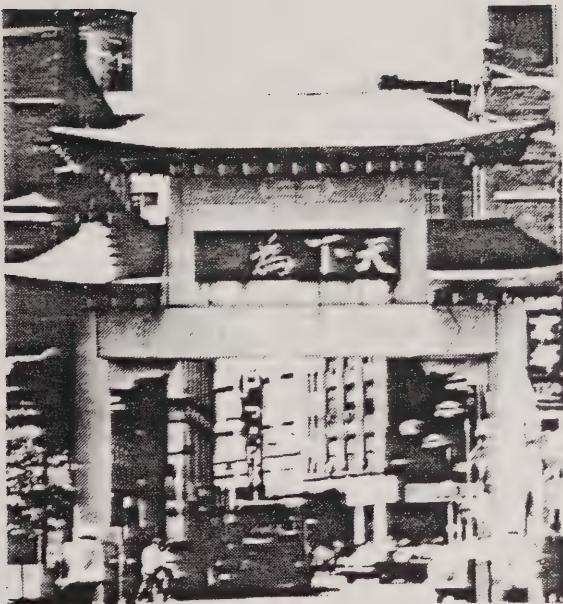
* 泰勒街規劃研討特區：讓大機構發展、房屋、社區服務及商業得以平衡及相互融合。

* 華埠門樓規劃研討特區：平衡房屋資源，經濟多元化，商業發展，開放空間及可能的大機構增長的多種不同需要。

* 痘省收費公路上空發展規劃研討特區：延伸現有的住宅社區，設置社區服務與開放空間，以加惠華埠、南端及灣仔毗鄰的社區。

完成以社區為基礎的華埠整體計劃及華埠土地使用法規之修正只是護存邁向長久華埠的第一步。計劃的推行仍有賴多方公共、私人及社區團體和機構的繼續支持。公共政策及有創建性的干預仍須得助於社區本身自動自發以及私人公司團體的巧思及創舉。增加社區權利、社區教育及養成，以及積極社區參予等方面的努力仍是關鍵所在。華埠一半以上的土地最終是由社區成員所擁有。故此，華埠未來不僅只是受公共政策及私人行動影響，而是取決於華埠社區本身的取捨。

III FRAMEWORK FOR THE PLAN



Chinatown Community Plan : Context



III. FRAMEWORK OF THE PLAN

A.CHINATOWN: A COMMUNITY AT A CROSSROADS

Chinatown is a community at a crossroads. For more than 30 years, the neighborhood has struggled with transportation engineers, institutional builders, and city planners. Not only was Chinatown cut off from other nearby residential neighborhoods by major highways, it was further isolated from the city's central business district, the Boston Common, and the Public Garden by the nearby Combat Zone. At the same time, institutional expansion continued unabated in the midst of Chinatown.

Over the years, the Chinatown neighborhood, which more than tripled in population from 1950 to 1987, lost more than half its land to roads, highways, and medical institutions. Meanwhile, the quality of life in Chinatown has deteriorated due to the presence of the Combat Zone and the increasing volume of through-traffic on neighborhood streets.

The growth in population, the loss of land, the erosion of environmental quality, and rapidly rising property values have created crisis in the neighborhood. Chinatown is in need of more affordable housing, better and more economic opportunities, effective traffic relief, expanded community services, and improved environmental amenities, open space, and recreation facilities. Not only does Chinatown seek to reinforce its historic role as an immigrant anchor in the city, it also aspires to grow and expand in the future.

The Critical Turning Point

In 1985, a key event for the neighborhood occurred. This was the creation of the Chinatown-South Cove Neighborhood Council. The council was established with the support and assistance of the Flynn Administration, as a vehicle for encouraging grass roots involvement in city planning and development. It represented a new focus by city government on neighborhood issues. Shortly thereafter, the disparate forces of neighborhood growth and institutional development collided over a proposal to build a 850-car garage for institutional use on a Chinatown site. In March of 1987, through the Neighborhood Council the community expressed its opposition to the garage plan. This position was supported by the BRA, which believed that the Chinatown community should be the standard of reference for land use decisions

affecting Chinatown and set the course for a community-based master plan initiative.

This critical turning point in the history of Chinatown land use planning culminated with the designation, in 1988, of the Quincy School Community Council (QSCC) as the redeveloper of four city-owned parcels. The designation, which enables QSCC to expand and upgrade its long-standing efforts to provide affordable child care and other service and education programs to the community, was challenged in court by the neighboring institutions. However, the city and the community prevailed. The court held that the QSCC designation responded to changing socio-economic conditions in Chinatown and addressed community needs for affordable housing and services.

To guide the future development of Chinatown, a joint master plan effort for the neighborhood was launched by the community and the City to build new housing, to start new economic enterprises, to expand service programs, and to improve the overall environment of the neighborhood. Working with the open community forum provided by the Neighborhood Council, Chinatown's leaders and advocates have been coordinating a grassroots planning process with broad-based community involvement.

The Chinatown Community Plan:

"In danger there is opportunity."

A Chinese Idiom

The initiative for a new planning effort in Chinatown comes at a significant juncture when Chinatown is again faced with challenges posed by downtown growth and simultaneous institutional expansion. The State of Massachusetts has announced plans to depress the Central Artery and build a new Seaport Access Road, while the revitalization of the Midtown Cultural District, adjacent to Chinatown, will create a new neighborhood of mixed residential, commercial and cultural uses. In addition, the One Lincoln Street and Parcel 18 Parcel-to-Parcel Project launched by the city and the state signals the economic resurgence of South Station, where the development plan for a transportation and technological center is taking shape.

Affordable housing, jobs, businesses, and other much needed neighborhood resources can be generated for Chinatown by the City of Boston's growth economy. The city is committed to ensuring that Chinatown benefits from the economic growth of its adjacent areas. Creative policies and linkage programs will support growth of the Chinatown community, while resisting the displacement of low- and

moderate-income families and small businesses which so often accompanies escalating real estate values. The ultimate impact on Chinatown of increased property values and the upscale transformation of its neighboring areas, depends equally on public policies and programs and on choices made by the Chinatown community.

The policies established by the Chinatown Community Plan mark the first time in Chinatown's history that the neighborhood's needs and aspirations have been systematically addressed through a proactive, community-based planning process. Henceforth, community interests and aspirations will be recognized as the central reference point in addressing institutional expansion, downtown encroachment, and public infrastructure construction which, in the past, have detracted from the quality of life in the neighborhood. The Chinatown community, with the support of the City, is now shaping its own vision and directing its own future.

B.COMMUNITY-BASED MASTER PLAN PROCESS

The master plan effort for Chinatown was formally launched by the Chinatown-South Cove Neighborhood Council (CNC) and the City in July of 1987. It began with the formation of the CNC Master Plan Committee and the implementation of a four-part planning survey for Chinatown conducted by the BRA, in cooperation with the Neighborhood Council. The survey focused on housing conditions, land use, neighborhood business and employer characteristics, and the characteristics of Chinatown users, i.e., individuals coming to Chinatown to live, work, visit or patronize local businesses and services. The community-based master plan also followed long years of persistent advocacy by the Chinatown Housing and Land Development Task Force.

The master plan initiative for Chinatown is part of a comprehensive rezoning effort undertaken by the BRA to develop a citywide plan for managing growth. Following a one and one-half year process of consultation and review with community leaders from various neighborhoods, the Downtown Interim Planning Overlay District (IPOD) was adopted by the City's Zoning Commission in September of 1987. The Downtown IPOD, which includes Chinatown as one of eleven Special Study Areas, establishes a legal framework for conducting rezoning studies through community-based planning processes.

The Master Plan Process - Phase I

The Master Plan was conducted in two phases. Active community outreach was organized and coordinated by the Neighborhood Council throughout the master plan process. The first phase sought to develop community consensus on goals and objectives. An ad hoc Master Plan Committee was formed by the Neighborhood Council. It included council members, community leaders and a neighborhood planner provided by the city. During Phase I the Master Plan Committee designed and coordinated the planning process with technical assistance and support from an interdisciplinary city planning staff. Members of the Master Plan committee collectively drafted an initial Chinatown Community Plan at the conclusion of the first phase.

With funding from the BRA, the Neighborhood Council hired a consultant to provide technical assistance in strategic organizing during the critical initial stage of the plan. Other members of the council who did not serve on committees, community leaders and advocates from the business, service, and housing sectors of Chinatown provided expertise and insight towards completion of Phase I.

Community outreach consisted of focus group discussions, workshops, small group sessions, and regular progress reports at open neighborhood meetings. The Neighborhood Council and the city also co-sponsored several special community-wide meetings. These outreach efforts were supplemented with direct mailings, media reports, and special serial discussions published in Chinese and bi-lingual newspapers.

Simultaneous to the outreach effort, the BRA conducted a four-part survey of housing conditions, business and employer characteristics, land uses, and user characteristics. Findings of the survey were utilized to develop an up-to-date planning database for Chinatown which was supplemented by census data. In addition, six community service agencies participated in a separate survey on employment expectations and opportunities for Asian Americans which was sponsored by the Neighborhood Council and the city's Neighborhood Job Trust. A transportation consultant retained by the BRA worked with the community to develop a preliminary traffic study of local conditions and commercial activities.

In March, 1988 the first phase of the master plan process culminated in the adoption by the Chinatown community of the Draft Chinatown Community Plan. This draft plan established community goals,

objectives, and policies for housing, land use, business and economic development, community services, and traffic and transportation. The goals and objectives it articulated guided the development of specific city planning policies and implementation measures during the second phase of the master plan process.

The Master Plan Process - Phase II

In Phase II, the Chinatown community continued to participate through small group review and working sessions with city planners. These sessions focused on implementation strategies and programs for realization of the goals expressed in the Draft Chinatown Community Plan. They include: the Chinatown Housing Improvement Program (CHIP); the Chinatown District Zoning Amendments; and, the Chinatown Traffic Improvement Plan and Implementation Program developed in cooperation with the Boston Transportation Department (BTD). A consultant team retained by the BRA worked with the Neighborhood Council to assess the need for, and feasibility of, constructing a community service facility in Chinatown. In addition, consultants working with the Neighborhood Council studied the feasibility of adaptive housing rehabilitation, and developed a strategic plan for developing entrepreneurship.

Within the framework set forth in the Draft Plan, students from MIT's Urban Design Studio studied land use and proposed alternatives for review by the Neighborhood Council in the Spring of 1988. The study, "Chinatown 2000," focused on three specific areas: (1) the expansion of affordable housing in Chinatown and adjacent neighborhoods; (2) cultural and commercial inroads at the Hinge Block where Chinatown intersects with the Midtown Cultural District; and (3) mixed-use development to support economic diversification in the Chinatown Gateway area which will be created with the reconstruction of the Central Artery. In particular, the study highlighted the importance of reconnecting the mostly self-enclosed immigrant neighborhood with the city at large, physically and functionally, and with its own unique heritage.

Both the Draft Chinatown Community Plan and "Chinatown 2000" provided a critical reference point for the concurrent master planning and rezoning efforts for three adjacent areas: the Midtown Cultural District, the South Station Economic Development Area, and the Central Artery Corridor. The Midtown Cultural District Plan and its zoning provisions seek to generate substantial resources to help address community needs in affordable housing, community service, and

commercial expansion. In addition, they seek to better traffic conditions, which will improve Chinatown's connection with the downtown business center and its access to the Boston Common and the Public Garden.

Of particular interest is an area known as the "Hinge Block", an area bounded by Washington, Stuart, Tremont and Boylston Streets. For this area, a master plan is being created by the Chinatown and the Midtown communities to exploit opportunities in housing, neighborhood business and cultural programming which will benefit both neighborhoods.

The ongoing planning process for the South Station Economic Development Area and the Central Artery Corridor, is also examining ways to further the Chinatown community's goals in affordable housing, employment, economic diversification, and open space.

Moreover, community-based planning will guide future institutional development in the neighborhood. The New England Medical Center and the Tufts University Health Sciences Schools in Chinatown are currently developing their respective master plans within the planning context established by the Draft Chinatown Community Plan.

Institutional land use and development will support the twin goals of enhancing the quality of life for the Chinatown community while managing institutional growth.

Phase II of the master plan process is concluded with the final adoption of the Chinatown Community Plan and the Zoning Amendments. Both the Plan and its zoning provision embody the common vision and community spirit that have evolved through this unprecedented grassroots master planning effort in Chinatown.

C.A VISION OF GROWTH

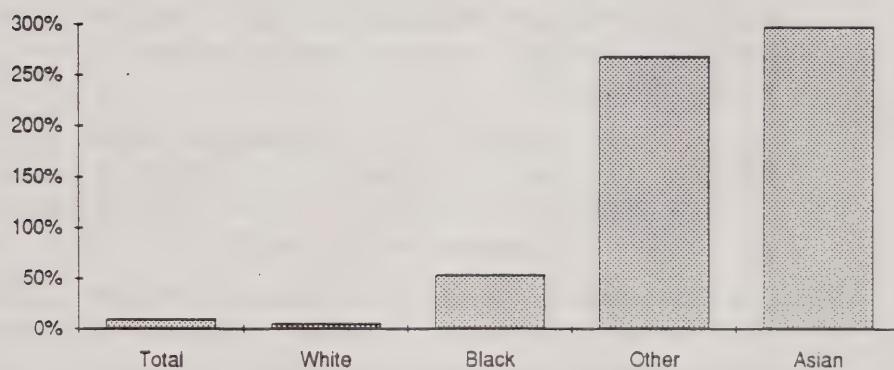
Chinatown today is bounded by the Surface Artery and Southeast Expressway to the east, Massachusetts Turnpike to the South, Tremont Street to the West, and Essex Street to the north. In addition to being home to over five thousand residents, it also hosts more than forty community organizations and over one hundred and eighty businesses and stores which serve the Asian community in the metropolitan Boston area. With the continued growth of the Asian community in New England, Chinatown seeks to grow as the residential, cultural, service, and commercial center of that community.

Its central location, distinctive cultural environs, and well-established social, economic, and service network makes Chinatown an ideal place of residence, employment, commerce and service for newly arrived

Asian immigrants. The neighborhood's unique ambience together with the ethnic food, goods, and services it offers also continue to attract large numbers of Asian visitors, scholars, students and residents that congregated in this academic and high-tech core of New England. These Asian visitors and patrons are increasingly joined by a growing number of non-Asian visitors and shoppers whose number will increase further with the revitalization of the nearby Midtown Cultural District and the South Station Economic Development Area.

Recent demographic studies indicate that the number of Asians in Boston will more than double, from fifteen thousand in 1987 to approximately thirty-three thousand in 2000, eventually accounting for about 5 percent of the city's population. Meanwhile, the Asian population of the Commonwealth is expected to increase at an annual rate of 4.7 percent between 1980 and 2000, compared to 0.3 percent of the overall growth rate in the state.

Projected Population Increase, Massachusetts, 1980-2010



Source: U.S. Bureau of Census, BRA Research

Of significance equal to the growth of the Asian population is the increasing heterogeneity of this immigrant group. Recent trends indicate that Chinese immigrants from China, Hong Kong, and Taiwan will be closely matched in number by Indochinese refugees, including ethnic Chinese, from Cambodia and Vietnam. Throughout the last decade, new immigrants from abroad were joined by Asians migrating to Massachusetts from other states, drawn by better economic prospects made possible by a growth economy which offers advanced high-technology positions as well as manual work demanding only limited English proficiency. Diversity in the Asian community is further enhanced as the continued inflow of new immigrants parallels the emergence of the second and third generations of Asian Americans.

The functions and roles of Chinatown within the Asian community are bound to continue to evolve in the new decade. While the new demands will be partly met by Asian "satellite communities" outside of Chinatown, the neighborhood's easy access, central location and historic presence as an Asian anchor in the city will continue to place it at the forefront in addressing the varied demands from both its traditional and new constituencies.

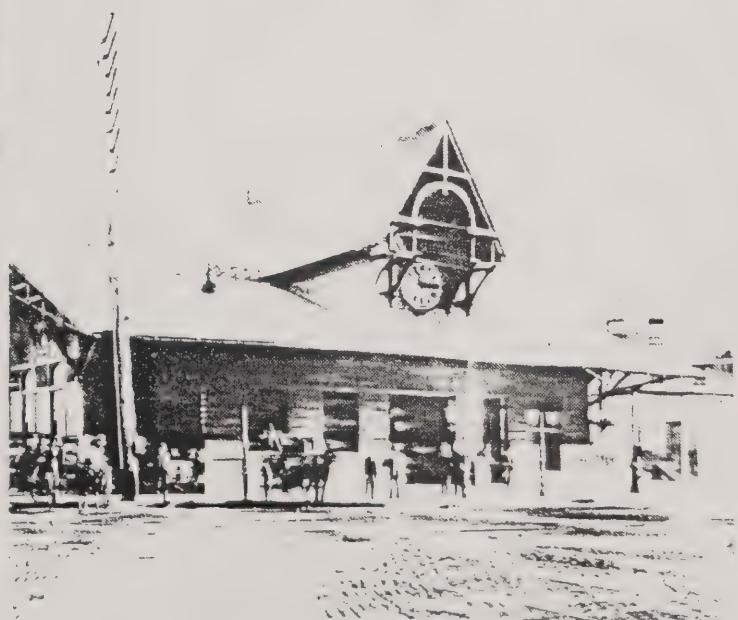
However, Chinatown is already the most densely populated neighborhood in the city. The many neighborhood streets in its thriving business center suffer from chronic traffic congestion, while pedestrian safety in the heavily concentrated residential area has been threatened. Excess demands for affordable housing and essential community services have been long standing.

Limited land resources, totaling about forty-six acres in the neighborhood, have been hard pressed to meet a number of competing demands, including institutional development, housing, businesses and service areas, community facilities, open space, and parking for business patrons and institutional users. To accommodate and allow for growth and change, Chinatown needs to expand not only functionally but also physically.

As envisioned, Chinatown's future growth will branch out in many directions, including the Midtown Cultural District, the utilization of air-rights over the Massachusetts Turnpike, and the Chinatown Gateway area which will be restored with the reconstruction of the Central Artery.

The Chinatown community looks toward the Midtown Cultural District primarily for the continued expansion of neighborhood businesses, entrepreneurial development, employment, cultural facilities, and housing. It looks towards the development of air rights over the Massachusetts Turnpike and the South End to generate resources for affordable housing, community facilities, and open space that can be shared with the nearby residential areas in the Bay Village and the South End neighborhood. In particular, Chinatown looks toward reclaiming the Chinatown Gateway site, previously lost to the construction of the Southeast Expressway in the 1950s, to extend significantly its land base for economic diversification and expansion opportunities for existing businesses, affordable housing, and open space creation.

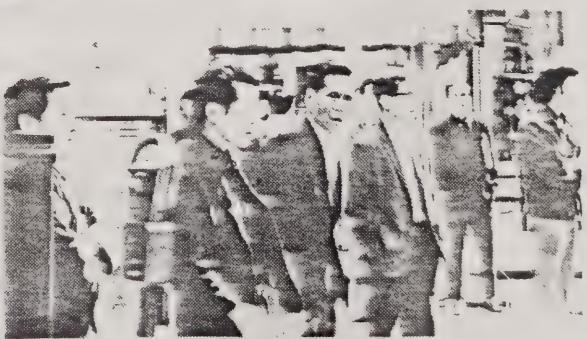
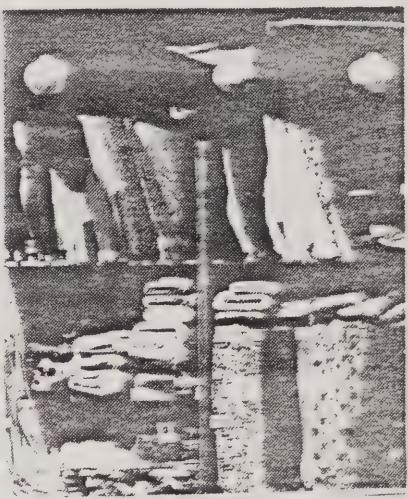
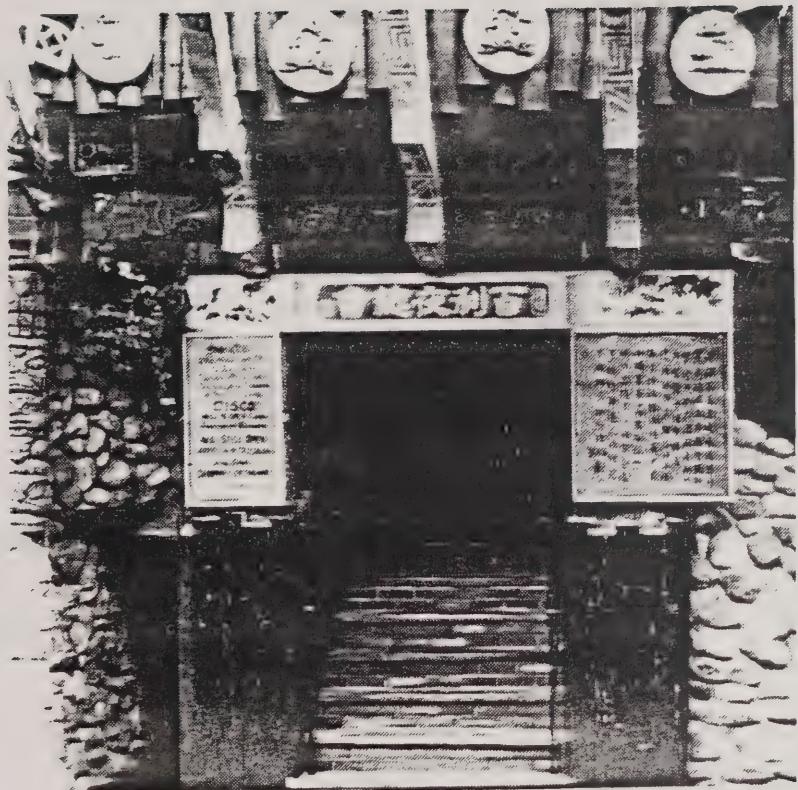
IV HISTORIC CONTEXT



IV. HISTORIC CONTEXT: BOSTON'S CHINATOWN 1790 - 1990

- 1790 All "free white persons" are granted citizenship under the Naturalization Act of 1790.
- 1806-1840 The South Cove tidal flats are filled.
- 1830-1840 A handful of Chinese enter the U.S. through trans-pacific trade.
- 1840 The South Cove area is ready for residential development. The Boston and Albany railway is completed with a terminus at South Station.
- 1847 The Quincy School, one of the oldest public schools in the nation, is founded on Tyler Street.
A Chinese junk, the Keying, is moored at the Charles River Bridge and open for exhibition during the Thanksgiving holiday.
- 1850s The presence of the railway, along with low land values, attracts the leather industry to an area that runs the length of the South Station railyard and into the present Chinatown.
The growth of the railway and leather industries coincides with a mass immigration of Irish to Boston.
- 1852-1860 The number of Chinese immigrating to California exceeds 30,000 per year.
- 1854 The California Supreme Court rules that testimony by Chinese, blacks, mulattos, and Native Americans will not be permitted in court.
- 1860 The garment industry is displaced from Washington Street due to rising land values, and encroaches on the Chinatown area from the north and west.
- 1868 The Burlingame Treaty grants Chinese the right to immigrate to the U.S. freely. (However, this right was rescinded in 1880 by a successor treaty authorizing the United States to "regulate, limit or suspend" immigration of Chinese laborers whenever their entry or residence in

- the United States "affects or threatens to affect the interest of that country.")
- 1869-1870 Chinese reside in Boston for the first time. The Transcontinental railway is completed.
- 1871 Anti-Chinese race riots occur in Los Angeles resulting in the death of 19 Chinese, which prompts an eastward migration.
- 1872 The first group of thirty Chinese students are sent by the Chinese Educational Mission to New England to be trained in modern science and technology. Later in 1874, the Chinese College is founded in Hartford, Connecticut, to offer classes in Chinese languages and Confucian classics to Chinese students.
- 1875 The Chinese Consolidated Benevolent Association (CCBA) is founded in New York as an umbrella for community organizations working to preserve ties between immigrants and the homeland, promote friendly relations between Chinese and Americans, organize welfare and charitable projects, and function as a Chinese community mediator to help arbitrate intra-community problems. Seventy-five Chinese workers hired by the C.T. Sampson's Shoe Factory arrive at North Adams. After the labor disputes at the factory was resolved, workers move to Boston to work on the Pearl Street telephone exchange.
- 1879 The California State constitution bans the hiring of Chinese laborers.
- 1880 Central European Jews and Italians succeed the Irish as residents of what is now the Chinatown neighborhood. The Governor of California declares an Anti-Chinese Demonstration Day.
- 1882 The Act of 1882, the first of four "Chinese Exclusion Laws", suspends for 10 years the immigration of Chinese laborers to America and requires all Chinese in the United States to carry certificate of identity.
- 1883 The Boston Dispensary Building opens on Ash Street.



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- 1890 The Chinese community is established on the block of Oxford Street and Harrison Avenue.
- 1892 The Geary Act extends, for 10 years, the exclusion of new Chinese immigrants and renews the requirement that those already in the U.S. carry proof of residency.
- 1899 An elevated railway is constructed along Beach Street in the northern section of Chinatown.
- 1900 Syrians, Jews, and Italians reside alongside Chinese in the area which is to become Chinatown.
- 1903 A raid on Boston's Chinatown by U.S. Immigration agents and Boston police is conducted on September 11, resulting in the arrest of 258 people unable to produce immediate documentation of American citizenship.
- 1905-1925 Chinese settle by the elevated tracks and spread to the traffic artery of Kneeland Street.
- 1911 The Republic of China is founded, replacing the imperial Ching government.
- 1914 A YMCA is established in Chinatown to serve the predominantly male population in the neighborhood.
- 1917 The Immigration Act of 1917 prohibits the immigration of laborers from almost all Asian countries, termed "barred zones" under the legislation.
- 1918 Naturalization rights are given to all those who enlisted and served in the U.S. armed forces, including Asians.
- 1920 The Quong Kau Chinese School is founded in Chinatown by the Chinese Merchants Association.
- 1924 The Immigration Act of 1924 denies citizenship to all "alien orientals." Also called the National Origins Law, it prohibits immigration except from countries in the Western Hemisphere.
- 1928 Tenement owners demolish property they own in Chinatown, to avoid paying taxes following a decline in

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- land values and assessments. Over one-third of Chinatown housing is destroyed during the Depression.
- 1930 Legal restrictions limiting immigration by foreign-born wives of citizens are repealed, allowing greater numbers of Chinese women to enter the country.
- 1941 The elevated railway, which had caused a depression in rents and an expansion in the garment industry north of Beach Street and on Kneeland Street, is demolished. With the advent of World War II, President Roosevelt issues a proclamation prohibiting discrimination in employment in munitions factories, opening up jobs for Chinese, Korean, and Philippine Americans. The Chinese Exclusion Act of 1882 is repealed. However, a quota is instituted which limits Chinese immigration to 105 individuals a year plus members of Chinese-Americans' immediate families.
- 1942-1952 Nearly a dozen restaurants are built and remodeled with modern architecture and neon signs.
- 1945 Tufts University purchases the M&V Building on Harrison Avenue.
- 1946 The passing of the War Brides Act, the GI Fiancees Act, and the Immigration Act of August 9, 1946, allows the immigration and naturalization of Asian war brides, fiancees, and children. Approximately 200,000 Asian war brides come to the United States after World War II.
- 1948 The People's Republic of China is founded. Political developments in China reduce the amount of money sent home by Chinese immigrants, making more capital available locally.
- 1950s Chinese-Americans suspected of having ties to mainland China are rounded up by the FBI as part of anti-communist activities during the McCarthy Era.
- The Refugee Relief Acts, passed by Congress in response to the Communist victory in the Chinese Civil War, open the way for over 14,000 Chinese to immigrate to the U.S. Many come to Boston.

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- 1951 The Onleong Chinese Merchants Association building is constructed on Hudson Street in Chinatown.
- 1952 The McCarran-Walter Act allows aliens who were previously ineligible for citizenship to become naturalized. The Department of Immigration and Naturalization acknowledges the existence of "paper families" and allows undocumented immigrants to "confess" and to become naturalized after living in the U.S. for more than 5 years.
- 1953 Despite community protests, one-half of the Onleong building is demolished to make way for the construction of the Central Artery.
- 1954-1959 The Central Artery is constructed.
- 1960-1975 The land area of Chinatown is reduced by 50 percent, while the population increases by more than 25 percent. The "Combat Zone" is relocated from Scollay Square to lower Washington Street, next to Chinatown.
- 1963 Construction of the Massachusetts Turnpike extension is begun, causing the demolition of additional Chinatown housing and the migration of tenants to the Allston/Brighton area. The City and the CCBA reach an Memorandum of Understanding regarding planning for the South Cove Urban Renewal area and the inclusion of the Chinese community in the process.
- 1965 The South Cove Urban Renewal Plan is enacted. The Massachusetts Turnpike extension from Beacon Park in Allston to South Station opens. Medical institutions are consolidated under the New England Medical Center Hospital, later named the New England Medical Center (NEMC). The Immigration and Naturalization Act of 1965 abolishes natural origin quotas and substitutes hemispheric quotas.
- 1966 The City, the BRA, and the New England Medical Center enter into a Cooperation Agreement to further pursue the South Cove Urban Renewal Plan. The Quincy School Community Council (QSCC) is incorporated to address community needs through direct services and

- advocacy in the area of childcare, language instruction, employment training, tutoring, and recreation activities.
- 1967 The Chinese American Civic Association (CACA) is established to provide employment training and English-as-a-Second-Language instruction, and welfare advocacy and administration.
- 1968 Castle Square housing development is completed, providing 500 units of housing in the South End, a majority of which are occupied by Asian residents.
- 1969 The Mayor's Office of Human Rights forms a task force to study Chinatown's problems and needs, and to attempt to find solutions.
- 1970 Chinatown Little City Hall is established as a liaison between Chinatown and City government. The Chinatown Boy's Club is founded to provide recreation, counseling, and education, support programs to the Chinatown's youth and teen population. The organization later expanded to become the Chinatown Boy's and Girl's Club.
- 1971 The South Cove Community Health Center is founded to provide ambulatory medical services specially designed for its immigrant clientele. The Golden Age Center is founded to provide education, recreation, and social support programs for the elderly. A six-month master plan project is organized by the CACA with a grant from the Federal Regional Council of New England. Workshops are formed to discuss adult education, economic development, education and daycare, health, physical development, and the role of churches and social service agencies. A report of the masterplan, called "The Future of Chinatown", is published.
- 1972 Title VII of the Civil Rights Act bans discrimination against employees on the basis of race, color, religion, sex, or national origin.
- 1973 Tai Tung Village is opened with 214 units of housing in Chinatown.



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- 1974 The Boston Zoning Commission officially zones lower Washington Street as an "Adult Entertainment District. "The Mass Pike Tower is completed with 200 units of housing. In *Lau vs. Nichols*, the U.S. Supreme Court rules that public schools must provide non-English speaking children with special programs in their native language.
- 1975 The Chinese Youth Essential Services is established to provide counseling, small business training, and recreational activities for Chinatown's youth. Chauncy House opens with 87 units of elderly housing. With the fall of South Vietnam in April and the withdrawal of American forces, Congress authorizes the resettlement in the U.S. of 130,000 Southeast Asians. The Chinese Economic Development Council (CEDC) is founded to focus on business and housing development, community service, and technical and training assistance. CEDC is one of 38 federally designated Title VII Community Development Corporations and entitled to significant grants of administrative and investment funds.
- 1976 The Quincy School Complex opens to house the Josiah Quincy School, the South Cove Community Health Center and the Quincy School Community Council. *Wong vs. Hampton* opens federal jobs to resident aliens.
- 1977 The United States establishes diplomatic relations with the People's Republic of China. The Chinese Progressive Association is founded as an advocacy agency to promote workers' rights, offer job training, and provide recreational activities. Quincy Towers opens with 161 units of elderly housing.
- 1978 The Chinatown Housing and Land Development Task Force is grounded to advocate and promote tenants' rights and affordable housing.
- 1979 The Asian American Resource Workshop is established as an advocacy agency to promote Asian American issues, Chinese arts and culture. Mason Place opens with 129 units of housing.

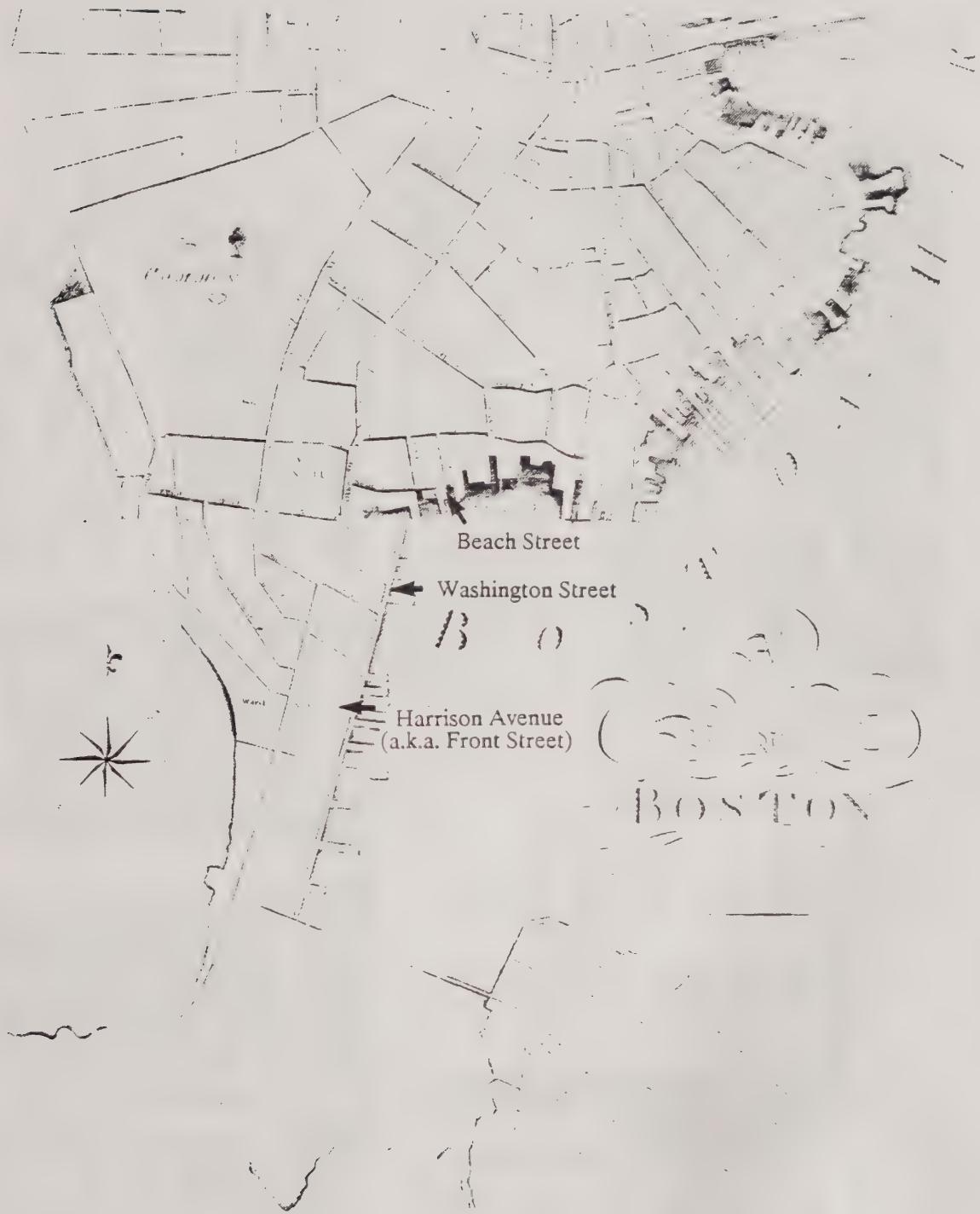
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- 1980 The Chinese Culture Institute (CCI) is founded to improve East West understanding, to stimulate interest in and understanding of Chinese history, philosophy, and literature, and to promote cultural exchange among ethnic groups.
- 1981 On Luck House opens with 28 units of elderly housing.
- 1982 President Reagan establishes a annual immigration ceiling of 10,000 Southeast Asians. The Immigration Act of 1982 offers top priority for immigration to children from Korea, Vietnam, Laos, Cambodia or Thailand who have been fathered by American citizens.
- 1983 The medical institutions and the 7-person committee convened by the CCBA reach a Memorandum of Understanding regarding community benefits and institutional development projects.
- 1984 Oxford Place opens with 39 units of housing. Chinagate Apartments open with 15 units of housing. Between 1965 and 1984, 419,373 Chinese have entered the country (almost as many as the 426,000 that came between 1849 and 1930). The Chinese-American population has quadrupled from 237,000 to 812,000 to become the fastest growing immigrant group in the United States.
- 1985 The South Cove Manor Nursing Home opens with 100 units of housing. The Chinatown-South Cove Neighborhood Council (CNC) is established by Mayor Flynn as a representative body for the residents, businesses, and community services of the area.
- 1986 The U.S. Civil Rights Commission issues a draft report on the rise of anti-Asian violence. The report recommends that all Americans work to resolve the problem. The City launches the first project under the Parcel-to-Parcel Linkage Program which links the development of a commercial project located on a public site in downtown Boston with another project located on a public site in a neighborhood to support neighborhood economic development and redistribute wealth to the communities. The proposed

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- development on the Kingston-Bedford Garage site and Essex Street parking lot near Chinatown is linked with the planned development on Parcel 18 in Roxbury. Community benefits generated by these two projects will be shared equally by the Chinatown and the Roxbury communities. A 850-car garage is proposed by NEMC and Tufts University for a site abutting the residential area of Chinatown.
- 1987 Congress passes the Immigration Reform Act which provides that employers who hire undocumented workers will be penalized. The bill also provides amnesty for undocumented persons who came to the U.S. before 1982. The medical institutions' garage proposal is rejected by the community and the City. The QSCC receives tentative designation from the BRA as the redeveloper of 4 Oak Street parcels owned by the City. A community-based master plan effort is jointly launched by the CNC and the BRA. The Downtown Interim Planning Overlay District is established by the City for a comprehensive rezoning study.
- 1988 NEMC and Tufts University sue the BRA, seeking a preliminary injunction of the tentative designation of QSCC. The Mass. Superior Court rejects their plea and QSCC receives final designation from the BRA. The Chinatown Housing Improvement Program is implemented by the City. Two community-based development corporations, R-3A Associates Limited Partnership and Asian Community Development Corporation, are tentatively designated by the BRA as developers of housing on a site bounded by Washington and Oak Streets, a.k.a Parcels A and B. The Mayor's Office of Neighborhood Services, CNC, CCBA, CEDC, and the Chinatown Beautification Committee enter into the Chinatown Beautification Agreement to ensure a coordinated effort to improve sanitation and the street environment in Chinatown.
- 1989 Approximately 2,000 Chinese students protesting corruption in government and calling for a more democratic form of government are killed by military

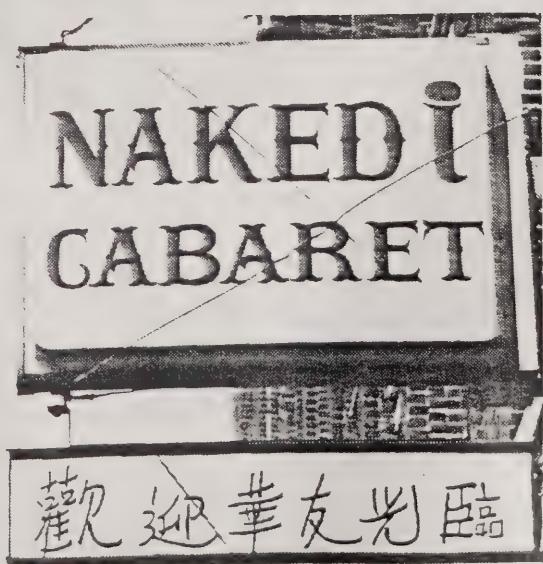
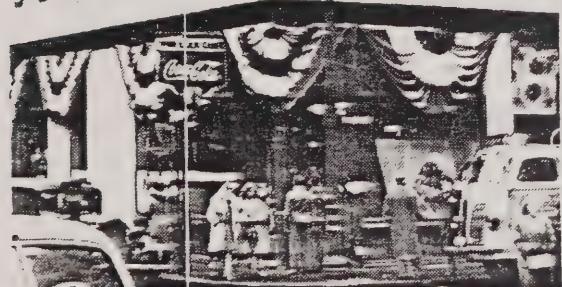
troops in Tiananmen Square. Although President Bush allows Chinese students in the United States to extend their student visas, he vetoes a bill passed by both the Senate and the House which would have permitted students to receive permanent resident status without first returning to China for two years. The Midtown Cultural District Plan and accompanying zoning amendments are adopted by the City. Zoning amendments for the South Station Economic Development Area are adopted by the City. March 1990 The Chinatown Community Plan and accompanying zoning amendments are recommended for adoption by the BRA. The City initiates the development process for the South Station Technopolis Center, to be built on air rights above the tracks of Boston's primary intermodal transportation facility. The center is planned for medical, biomedical, computer, and scientific research activity addressing expansion needs of Boston's leading medical and educational institutions. The project will result in community benefits to be shared by Chinatown and South Boston neighborhoods. A conceptual design competition is sponsored by the BRA for the community service facility planned for Parcel C bounded by Oak, Ash, and Nassau Street. Chinatown Community Center, Inc. (CCC) is incorporated by six primary service agencies to promote and ensure community participation in the development and management of the community service facility to be built on Parcel C. CCC retains a technical consultant with a planning grant received from the BRA. The Boston Transportation Department prepares to implement the Chinatown Traffic Improvement Program by closing Beach Street at the Gateway on a temporary trial basis.

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BRA Staff Research



V POLICIES FOR THE PLAN

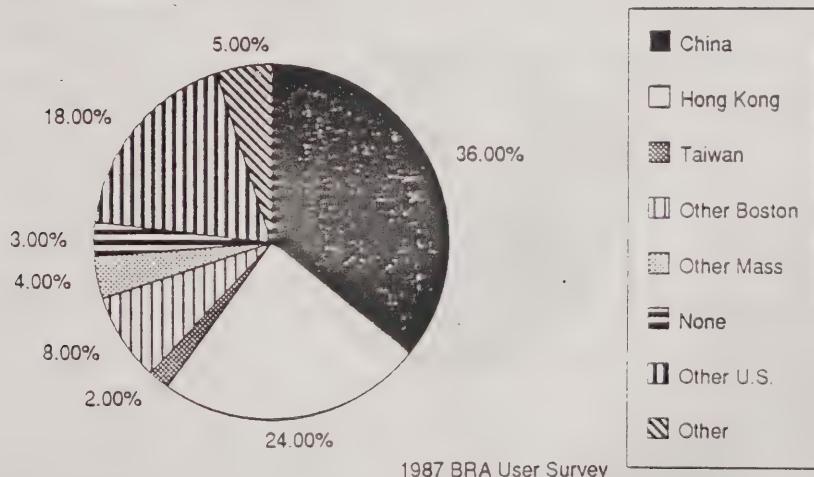


V. POLICIES FOR THE PLAN

A. STRENGTHEN THE WORKING CLASS FAMILY NEIGHBORHOOD

Chinatown is a working class neighborhood and home to first generation Asian immigrant families, mostly Chinese. In total, ninety-one percent of Chinatown's 5,000 residents are Chinese, 2 percent are Vietnamese, Cambodian or other Asian ethnicities*. Sixty-six percent of Chinatown's residents were born abroad, compared to 33 percent citywide. Thirty-three percent of them came from China and 24 percent from Hong Kong. Six out of every ten households in Chinatown are families. Forty-eight percent of all families have children living with them, 21 percent of these children are age 5 or under. In addition, 41 percent of the families have at least one elderly person, and 18 percent have two or more. Compared to the city as a whole, Chinatown has a larger presence of families, children, and elderly residents.

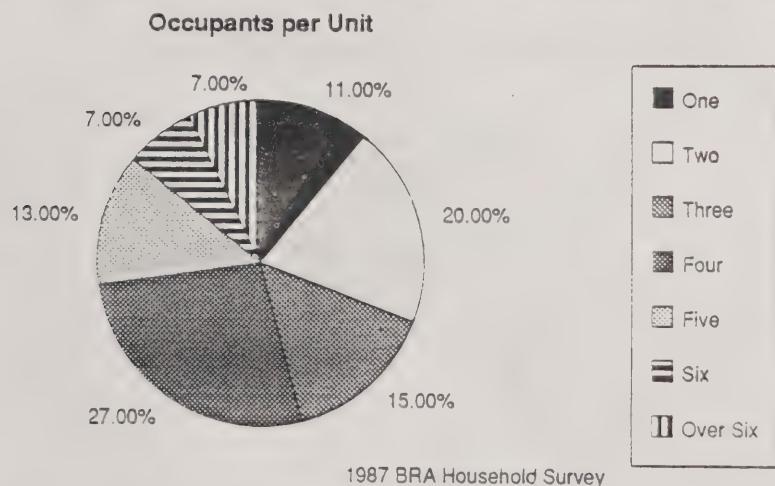
Place of Residence Before Moving to Chinatown



* Unless otherwise noted, all current data on Chinatown quoted here are based on the 1987-1988 BRA Chinatown Household Survey and Chinatown User Survey. Other statistical references include the 1987 BRA report, Profile of Boston's Chinatown Neighborhood, Boston at Mid-Decade by the BRA, and the 1970 and 1980 U.S. Census.

Because many Chinatown households have low incomes, the neighborhood's housing profile is one of limited home ownership, overcrowding, and near complete occupancy of largely deteriorating structures. Throughout the 1970s, the poverty rate among Chinatown families increased from 15.6 percent to 19 percent, and among elderly residents it increased from 19.8 percent to 28 percent. In 1979, the average income of a Chinatown household was 72 percent of the citywide average. According to the BRA's 1987 household survey, 42 percent of Chinatown households reported incomes below \$10,000, and only 7 percent of households earned over \$20,000. In comparison, the 1985 median household incomes in the North End and the South End were \$32,000 and \$22,200 respectively.

In contrast to the low household income is the relatively high value of housing in Chinatown. In 1980, Chinatown's median housing value was 87 percent higher than the city median. As a result, home ownership in the neighborhood is extremely limited. Over 95 percent of the units are rental units, compared to 70 percent citywide. The low household income in Chinatown is further stretched by the large household size



which, in 1985, averaged 3.6 persons, compared to 1.9 in the North End, 2.8 in Roxbury, and 2.5 citywide. Although gross rents paid by Chinatown residents are relatively low compared with the average gross rent citywide, housing units in Chinatown are usually occupied by more people.

To economize on housing costs, unit-sharing by families and adults is common in Chinatown. A full 25 percent of units contain five or more people. The incompatibility between the average unit size and the size

of the typical household is a recipe for overcrowding in Chinatown. While 25 percent of Chinatown's housing units are occupied by five or more people, 94 percent of these units have only one bedroom. In fact, Chinatown has a 21 percent rate of overcrowding which is not only greater than the national average, but higher than all other Boston neighborhoods.

Aside from overcrowding, the quality of residential life is made worse by the poor condition of many of Chinatown's 1,431 units of housing. About a third of these units are found in brick and wood frame structures built in the late nineteenth century and the first third of the twentieth century. As a result of long years of overuse, abuse, and poor maintenance, a large number of housing units in Chinatown are deteriorating. The 1987 BRA survey found that about one-third showed defects in floors, ceilings, doors, or windows; close to 50 percent were vermin or rodent infested; and, 43 percent were without adequate access to containers or dumpsters for garbage. In 14 percent of all units, accessible and private bathrooms were reportedly not available. Most of these are occupied by single male workers employed by Chinese markets or restaurants in Chinatown and the suburbs. Despite poor conditions, 96.8 percent of the units in Chinatown were occupied, representing the lowest vacancy rate in the city.

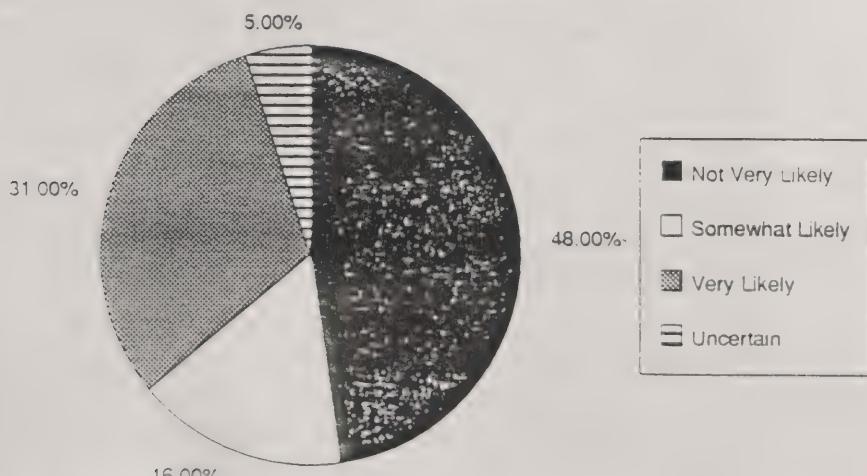
This unusually high occupancy rate is the compound result of a continued influx of new residents and a stagnation in new housing production. Chinatown's population has tripled between 1950 and 1980. Meanwhile, major housing production was limited to 682 units -- nearly one-half of the existing housing stock -- in three subsidized developments which were built between the early and mid-1970s. The construction of these units was, in part, a response to the displacement of neighborhood residents which resulted from the implementation of the 1965 South Cove Urban Renewal Plan and the extension of the Massachusetts Turnpike. With housing supply limited and housing demand high, the turn-over rate for affordable housing units is low, as indicated by the average waiting period of 8 years for popular units in the neighborhood. In the case of three- and four- bedroom family units, true turn-over rarely occurs. Rather, current households are readjusted and entirely new households are rarely accommodated.

Given the persistent overcrowding, low turn-over rate, and housing shortage in Chinatown, Asian enclaves in other Boston neighborhoods and the outlying areas of the city continue to swell with the inflow of Asian immigrants and Chinatown residents moving out of the older, congested neighborhood in search of better housing. These newer

Asian enclaves outside of Chinatown first emerged in the South End and Allston-Brighton in the 1950s and 60s, as a result of the displacement of Chinatown residents due to the construction of the Southeast Expressway and the enactment of the South Cove Urban Renewal Plan. Later, additional Asian communities appeared in Mission Hill, Fenway-Kenmore, Brookline, Somerville, Quincy, Framingham, Waltham, and other neighborhoods and towns. By 1985, about 12 percent of the city's Asian population lived in Chinatown, 17 percent lived in Fenway-Kenmore, and 9 percent in South Dorchester, Jamaica Plain, and East Boston. Due to the upscale transformation of many parts of the South End, the Asian population in that neighborhood has stabilized and remained concentrated in the vicinity of Castle Square, where over 70 percent of the current tenants are of Asian origin. Meanwhile, the Allston-Brighton area has become the fastest growing Asian community in the city. It now accounts for about 34 percent of Boston's Asian population.

Nevertheless, the demand for housing in Chinatown, and especially the demand for affordable large, family-sized units, does not appear to have eased with the appearance of housing alternatives outside the neighborhood. The 1987 BRA survey of Chinatown users, i.e. people who visit, shop, patronize, pass through, or live in the neighborhood, reported that over one-half of the users, both Asian and non-Asian, currently residing outside Chinatown would consider moving to the neighborhood if housing comparable in cost to their current housing were to become available.

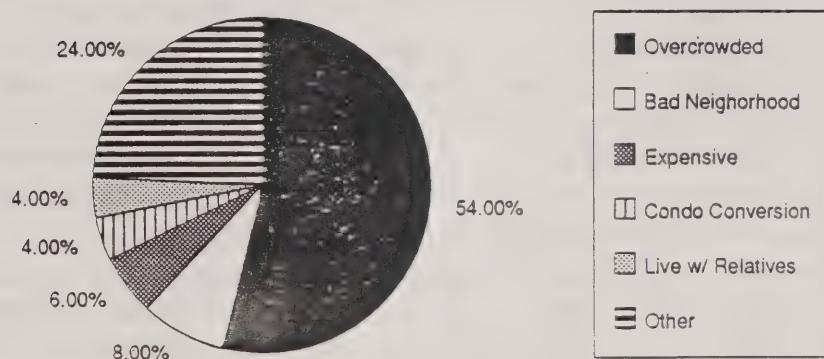
Likeliness of Non-Resident Users Moving to Chinatown



BRA Users Survey

Among those non-residents very likely to move to Chinatown, a majority are families with low incomes. Sixty percent reported family income under \$20,000 in 1987, while the citywide median family income in 1984 was \$22,300. Close to 80 percent of the prospective residents who were Asian reported family incomes below \$20,000, while their average household size was 4.1 persons, a figure slightly higher than the average for current households in Chinatown. Monthly expenditure on housing by Chinatown users was \$400, or 24 percent of the average household income. Like current residents, prospective residents expressed a need for large family units. Sixty percent of the resident users who reside in Chinatown require units with three or more bedrooms, as do 38 percent of prospective residents.

Reasons Former Residents Left Chinatown



1987 BRA User Survey

The 1987 user survey also found that Chinatown residents attribute their preference to live in the neighborhood to a variety of factors. Twenty-one percent attribute it to convenience, 22 percent to proximity to friends and relatives, and 23 percent to limited alternatives. In comparison, dissatisfaction with living conditions and the residential environment in Chinatown were reportedly the major reasons why former Chinatown residents left the neighborhood. According to the survey, overcrowding was the main reason for seeking housing outside Chinatown (54%), followed way behind by inadequate safety associated with theft, street crime, gangs, and prostitution (8%); poor sanitation resulting from inadequate commercial and residential garbage disposal and collection (6%); and the high cost of housing (6%).

Nevertheless, for many of these former Chinatown residents who left after an average stay of four years, the temporary stop-over in Chinatown was critical to their initiation into foreign environs upon their arrival as new immigrants. For new immigrants of limited means and facing a major language barrier, the opportunity to settle in the familiar cultural ambience of Chinatown, with its convenient access to transportation, goods, and services, was invaluable during their initial period of transition and adjustment before finding a more permanent footing in the Boston area. A reverse phenomenon is the strong attraction of Chinatown's social support network and familiar cultural environs to a growing number of elderly Asians currently living in the suburbs or elsewhere in the city. The strong demand for elderly housing in Chinatown is manifested in the popularity of such development in and around the neighborhood, including, among others, the Quincy Tower, On Luck House, South Cove Plaza, and Chauncy House.

Today thirty-three percent of Chinatown's residents have lived in the neighborhood over ten years; an almost equal proportion (32%) have lived there between two to five years, and 13 percent have been there for less than one year. With a general improvement in the residential environment and an increase in housing choices, it is expected that Chinatown will continue to be a primary choice of short- and long-term residence for the newly arrived immigrants, old timers, large working class families with children, and the elderly.

At the same time, Chinatown faces pressures which threaten its goal of creating affordable housing. Moderate-and low-income families are extremely susceptible to being priced out of Chinatown. Between 1983 and 1987, the average assessed value of residential and mixed-use properties located on major commercial and residential streets such as Beach, Tyler, and Harrison, increased by 158 percent, or from \$98,292 to \$254,079. The prime location of Chinatown, coupled with the planned revitalization of the surrounding areas, could make it increasingly appealing to young single professionals and middle-class families attracted to city living. As reported by the 1987 Chinatown user survey, 35 percent of the non-Asian users who are very likely to move to the neighborhood based on comparable housing cost alone have incomes above \$35,000, as do 11 percent of prospective Asian residents. Meanwhile, Chinatown real estate remains attractive for investors looking to expand upscale commercial activity or to develop market-rate housing in the area.

Under such circumstances, the preservation of existing affordable housing units in Chinatown is the principle issue to be addressed. A total of 1,097 housing units in Chinatown are currently documented by the City's Rent Equity Board. According to records at the Board, the rents of 76 percent of these units are stabilized to varying degrees where their affordability to low- and moderate-income households is assured. Seven hundred of these stabilized units are located in the Residential District of Chinatown, representing 84 percent of the district total; 87 units in the Historic Chinatown District and 47 units in the Commercial District representing 74 percent and 81 percent of the district totals respectively.

The long-term affordability of these housing units was safeguarded through a number of mechanisms, including requirements linked to state and federal housing subsidy programs; disposition agreements for public land; housing linkage agreements entered into by the city and private developers; and regulations established in the recently expanded City Ordinance 34. The Ordinance -- one of the toughest in the nation -- now governs and regulates rent, eviction, and condominium conversion for the protection of tenants in affordable housing units which are constructed and/or maintained with government involvement.

According to records available at the City's Rent Control Board, in 1989 there were 104 rent controlled units in Chinatown as the result of a rent ceiling placed on all residential properties built prior to 1968. Another 61 rent controlled units will be decontrolled if and when they are vacated by current tenants. In addition, over 650 units in Chinatown are either constructed or maintained, or both, through public subsidy programs. These include the 200-unit Mass Pike Tower, the 214-unit Tai-Tung Village, and the 39-unit Oxford Place. While the prevailing rents for rent controlled units range from \$50-\$92 for a one-bedroom unit, up to \$231 for a four-bedroom unit, rents established by subsidy programs issuing housing certificates vary greatly over time, ranging from \$441 to \$969 for a one-bedroom unit, and from \$557 to \$1213 for a three-bedroom unit. Typically subsidized tenants pay 30 percent of their monthly income towards rent, while the balance is covered by government subsidies.

To further stabilize the city's neighborhoods, developers of publicly subsidized housing are encouraged to extend the affordability status and tenant protection provisions beyond the original statutory or contractual requirements. Specifically, the federal government and the city have targeted "Expiring Use Restriction" properties. These are projects which were privately developed and publicly financed at below market rates. In exchange for the federal subsidy, developers agreed to

"use restrictions" which guaranteed the availability of affordable units for the length of the agreement, usually twenty years. In some cases, use restriction agreements expire in the near future. Most notably, these projects include the Tai-Tung Village and the Mass. Pike Tower in Chinatown.

In addition to expanding City Ordinance 34 to preserve affordable units after the agreements expire and public rental and operating subsidies run out, the city is currently exploring alternative means to protect affordable housing stock, such as tenant buy-outs and conversions to limited equity co-operatives. While the existing affordable rental stock in Chinatown is stabilized, the creation of new affordable units and the renovation of existing deteriorating units is also critical to relieving overcrowding and accommodating the continued inflow of new immigrants.

Combat Zone Containment

In order to protect the residential neighborhood of Chinatown, ensure public safety, and maintain property values, adverse effects associated with the combat Zone will be limited, while allowing uses permitted under the First Amendment. In particular, public efforts will concentrate on crime prevention, the reduction of illegal activities such as prostitution, and the elimination of other adverse effects which pose a threat to public safety and to the health of the residential neighborhood. City licensing agencies will continue to hold the owners of commercial establishments accountable for illegal activities which occur on their premises, and to require the identification of the true owners of those establishments.

Upgrading the Combat zone will not only enhance Chinatown's visibility and image, but also improve Chinatown residents' access to downtown amenities by providing greater pedestrian safety and comfort along lower Washington Street. Once this occurs, additional housing development sites in the Midtown Cultural District may be considered. Currently, housing targeted for Chinatown residents is planned as part of the development of the Hinge Block at the intersection of Chinatown and the Midtown Cultural District. Improvement of the Combat Zone will directly contribute to the successful revitalization of the Midtown Cultural District as a mixed-use and mixed-income residential neighborhood, further complementing and reinforcing the residential nature of Chinatown.

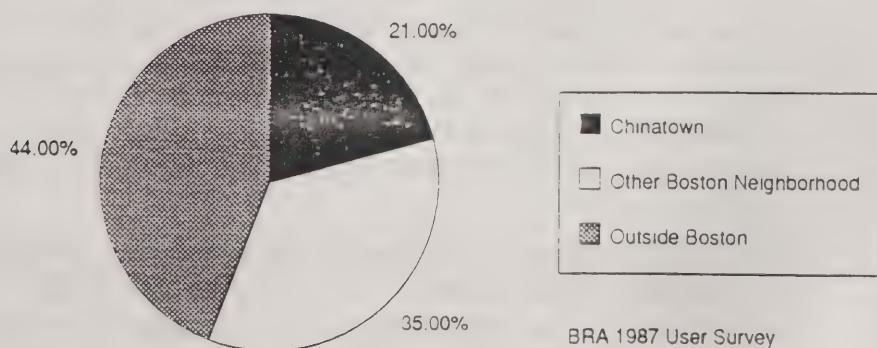
B.EXPAND CHINATOWN'S ECONOMY

Chinatown is not only a residential neighborhood but also a regional business, cultural, and service center to the Asian community in New England.* Over the years, Chinatown's businesses and its workforce have grown with the continued inflow of Asian immigrants. The economic structure of Chinatown has, however, changed little since the turn of the last century.

Chinatown's economy is dependant on food-related industries and dominated by small businesses run by individual proprietors. The primary clientele remains the Asian community in the Metropolitan Boston area. The workforce of Chinatown is composed primarily of immigrants with low educational attainment, limited vocational skills, and low proficiency in the English language.

Today, more than 180 establishments are located in the Chinatown business core. The 1987 BRA user survey reported that Chinatown residents accounted for only 21 percent of people who use Chinatown, while 44 percent of users came from outside Boston, and 35 percent from other neighborhoods in the city, including 12 percent from the South End, 9 percent from Allston-Brighton, and 3 percent from Fenway-Kenmore. Fifty-five percent of the people who are working, visiting, shopping, or passing through Chinatown are Chinese, and 8 percent are Chinese-vietnamese, Vietnamese, or Cambodian. The principle purposes for which people use Chinatown include eating

User Place of Residence

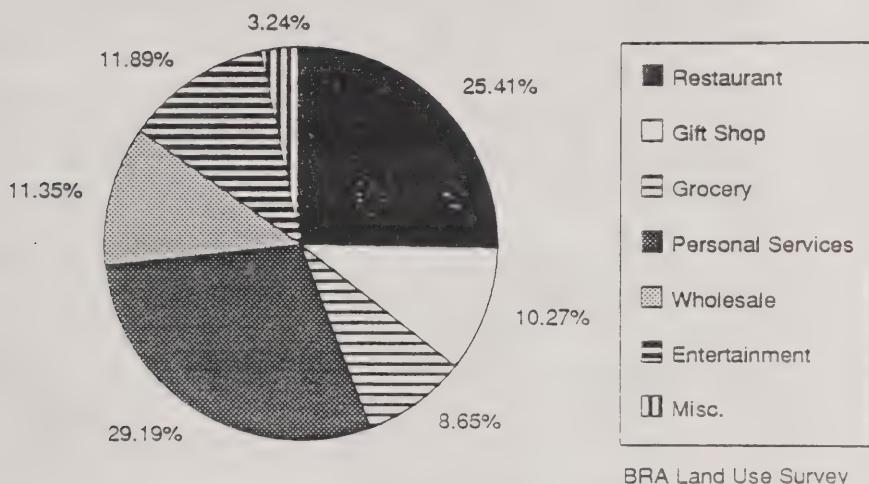


*Unless otherwise noted, all current data on Chinatown quoted here are based on the 1987-1988 BRA Business and Employer Survey, BRA Land Use Survey, 1987 Profiles of Boston's Chinatown Neighborhood by BRA, 1989 BRA Community Service Needs Assessment, 1987 Job Expectations and Opportunities of Asian American Clients Survey by CNC, and the 1970 and 1980 U.S. Census

(30%), working (24%), and shopping (24%); the major attractions for both residents and nonresidents are food-related (37%).

Professional and personal services account for 29 percent of Chinatown businesses, followed by restaurants and bakeries (25%) and markets/groceries (20%). More than 50 percent of the businesses in Chinatown would like to expand, most preferring to remain in their current location (37%) or another location in Chinatown (43%). Over 40 Asian-owned businesses are operating in the lower Washington Street area, pioneering the revitalization of the adjoining Midtown Cultural District.

Businesses by Establishment



BRA Land Use Survey

Typically a Chinatown business is modest in size. Nearly 75 percent of all businesses have fewer than 10 employees, and almost one half have less than five employees. The average floor area occupied by a Chinatown business ranges from about 800 square feet for a professional/personal service office, to 6,600 square feet for a supermarket. Most of the Chinatown establishments average a little over 1,000 square feet.

Rental expenses vary widely depending on location. While the average rent per square foot is about \$15, it can be as high as \$30-\$40 for a prime location or as low as negative rent for space in the less desirable, though nearby Combat Zone. The monthly rents paid by businesses range from between \$250 and \$499 to over \$4,000, the average rent being \$1,625. Close to 75 percent of the businesses experienced rent increases during the five years prior to the 1987 business survey.

Monthly Rental Expense by Type of Business in Chinatown (in percent)

Rent	All Businesses	Restaurants	Grocery Markets	Shops	Professional/Personal Services
<1,000	25	12	*	12	50
\$1,000-1,499	22	13	19	41	25
\$1,500-1,999	12	8	31	12	6
\$2,000-2,499	15	26	6	12	12
\$2,500-2,999	8	22	6	*	*
\$3,000-3,499	5	*	19	*	*
\$3,500 and over	11	17	19	6	6
Median Rent**	\$1,625	\$2,375	\$2,125	\$1,375	\$1,000
Sample Size	93	23	16	17	12
Median Rent per sq.ft.	\$15	\$14	\$13	\$16	\$19

* indicate less than 0.5 percent.

** Monthly rental expense was calculated for each response by assigning the value of the midpoint of each range as the rent.

Source: 1987 Chinatown Business Survey.

Square Feet Occupied by Businesses in Chinatown (in percent)

Type of Business	Mean Square Feet	Median Square Feet	Sample Size
Restaurant	3,792	1,900	16
Grocery/Market	6,631	1,400	13
Shops	1,561	800	17
Professional/ Personal Services	1,648	650	30
All Businesses	2,835	1,050	32

Source: 1987 Chinatown Business Survey.

A large number of Chinatown's businesses are new. Forty-six percent of them were started within the past 6 years. Most new businesses are in the personal/professional service sectors, of which 63 percent have been in business for less than 6 years and 57 percent for between 2 and 5 years. While supermarkets and grocery stores in Chinatown have seen few new additions, restaurant businesses have witnessed the largest number of new openings, one-quarter of which occurred within a year of the survey. Many of these are Vietnamese-Chinese restaurants, reflecting the new membership of the Asian community. A comparison by the business directories published annually by the local merchants shows a marked increase since 1986 in gift shops, jewelry stores, beauty parlors, and video stores, indicating a growing mix of service and visitor-oriented businesses.

Aside from its heavy reliance on food-related industries, the neighborhood economy is characterized by a large concentration of jobs in the health, education, and social service sectors. In 1980, out of a total of 19,000 jobs in the Chinatown/Leather District, approximately 50 percent were in health, education, and social services. An additional 4,300 jobs were in manufacturing, including 2,700 jobs in apparel and other textile related work. Since 1983, many manufacturing establishments have closed or relocated.

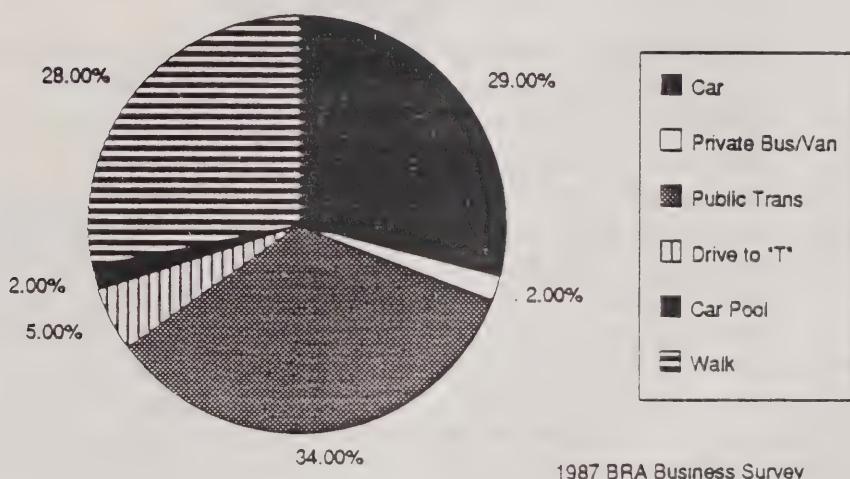
Meanwhile, Chinatown's workforce continues to be comprised mainly of first generation immigrants employed in low-level service jobs and manual labor. Today, Chinatown's workforce totals more than 3,000. In 1980 the unemployment rate among Chinatown's male workers was 4.4 percent, lower than the citywide rate of 7.1 percent. In contrast, its female workers had a higher unemployment rate at 10.6 percent, which almost doubled the 5 percent citywide rate. However, the overall labor force participation in Chinatown at 65 percent was relatively high, compared to 60 percent citywide. Despite the relatively high employment rate among Chinatown residents, the average family income remained low. In 1979, the median family income in Chinatown was \$10,553, or 66 percent of the Boston median, of \$16,062.

Between 1970 and 1980, the number of Chinatown residents working as operators, fabricators, and laborers, increased from 15.3 to 21.8 percent, the largest gains of any employee groups. During the same period, employment gains were also reported for low level service jobs from 30.3 percent to 36.9 percent. While the city's employment distribution tilted toward service and finance industries, Chinatown's work force continued to concentrate in manual work and support jobs in retail, print shops, and restaurant businesses--including the growing number of

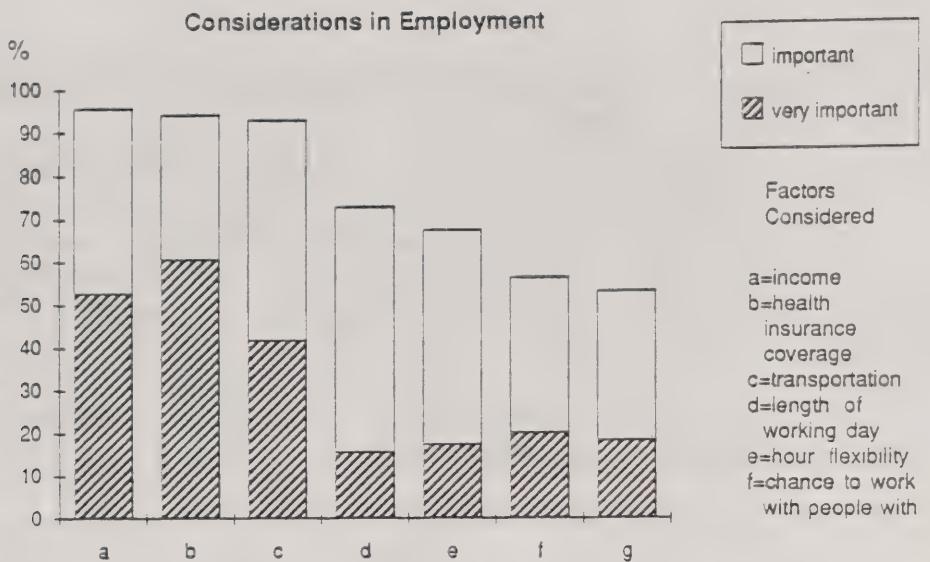
Chinese restaurants in areas outside of Boston but still staffed by Chinatown residents.

According to the 1987 BRA survey of job expectations, major employment barriers for prospective Asian employees seeking quality jobs include language problems (93%), insufficient employment information (84%), transportation (78%), and limited education (63%). For women, their limited social network is the second most commonly mentioned barrier to employment(80%). When considering employment opportunities, insufficient transportation, income and insurance coverage are the three leading barriers to employment, as indicated by 95 percent of the respondents.

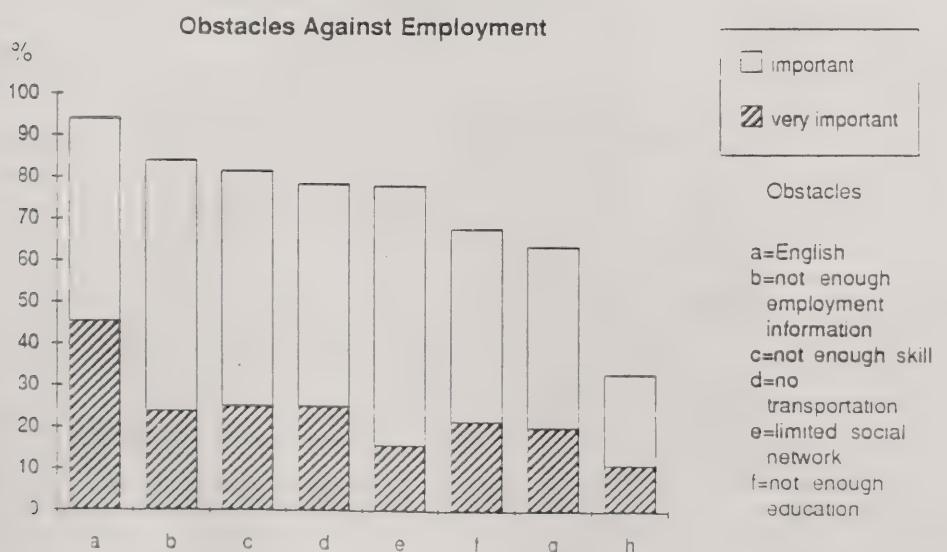
How Chinatown Workers Travel to Work



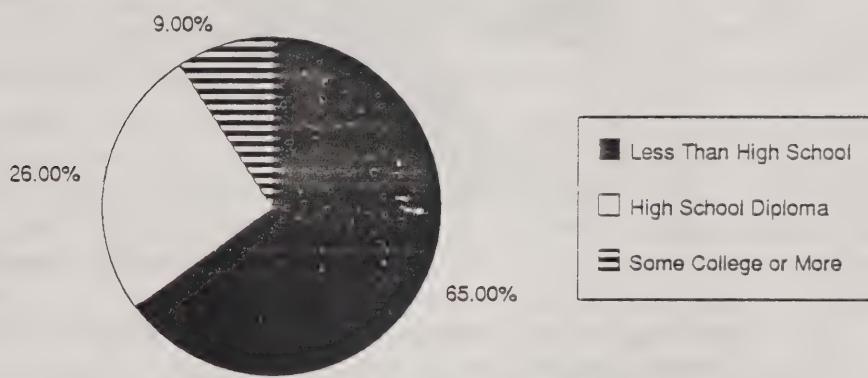
The importance of access to transportation is underscored by the fact that over 70 percent of the Chinatown households do not own a car, while 39 percent of those who are employed work outside Boston and 25 percent in areas of the city other than Chinatown. For many of the women workers who gravitated to the garment factories that once thrived in the neighborhood, the availability of family health care benefits was a magnet. Other considerations included the convenient location of factories, the minimal requirement of English proficiency, and the flexibility of take-home consignments which enabled women to generate income while covering the demands of large households.



An insufficient command of the English language is a common problem for a majority of the foreign-born residents in Chinatown. Their language problem is compounded by limited education or illiteracy in their native tongue. Contrary to the citywide trend through the 1970s, the level of education among Chinatown residents did not rise significantly. According to the last census in 1980, only 45 percent of Chinatown adults had completed any years of high school and only 12.8 percent of the population 25 and under had completed college, as compared to 20.3 percent citywide. On the other hand, lack of English language skills



Educational Attainment of Chinatown Residents



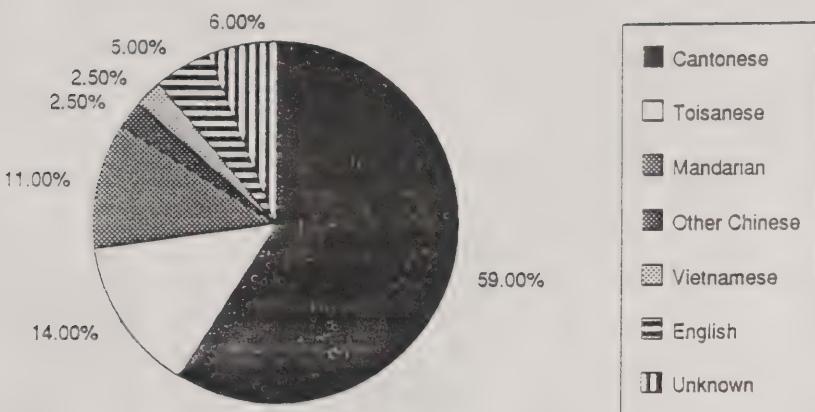
1987 BRA Household Survey

also resulted in underemployment for many new immigrants from Southeast Asia, who are otherwise well-educated, experienced young professionals.

The job expectation survey conducted in 1988 also reported that an overwhelming proportion (67%) of prospective employees are in need of child care services. Over half of the respondents in this group have two or more children requiring care. Over 16 percent of the children requiring care are under one year old, and 38 percent are 1 to 3 year old. More than one fifth of respondents need child care on both weekdays and weekends, and nearly a quarter of them need help on weekends. Seventy-five percent of respondents needed day-long service, while an equal number indicated that they are able to pay less than \$200 per month for child care.

To help address these employment barriers, a range of job-related, multi-lingual services have been developed and offered, primarily through a core of community-based human service and advocacy agencies. These include the Chinese American Civic Association (CAC), Chinese Progressive Association (CPA), Chinese Economic Development Council (CEDC) Quincy School Community Council (QSCC), and Chinatown Occupation Training Center (COTC). Services

Primary Spoken Language/Dialect of Service Clients



1989 BRA Community Service Needs Assessment

provided by these groups are supplemented by other citywide providers, such as Roxbury Community College.

English-as-a-Second Languages classes are offered at different levels and for native speakers of various languages, ranging from entry-level programs to specialized vocational English, and English and civic education classes. The unique language problem among Chinese-speaking clients is illustrated by the fact that while two-thirds of the service clients use Cantonese as their primary language, one-seventh use Toisanese and one-tenth use Mandarin. Advocacy for workers' rights and job security, welfare, and adequate employment retraining and placement has been in great demands with the closing or relocation of garment factories which once accounted for a majority of female employment in the neighborhood. Current training programs prepare residents for jobs in computer labs, hotel service and management, insurance, machine shops, kinesic training, office support, day care, interior plant care, electronic assembly, and the medical fields, such as nursing, pharmacy technology, and dietary science.

Employment training programs for the Chinatown community must be tailored to the special needs of Asian immigrants. They must take into consideration the language problems, rural backgrounds, and varying age, skill level and experience of the immigrants. Moreover, all human services must be offered in locations convenient to Asian immigrants residing in Chinatown and other major Asian satellites in and around the city. In particular, the scheduling of services and programs must be sensitive to the long and odd hours demanded by their current jobs and large households.

Fifty-five percent of clients of the six major human service providers that participated in the 1987 job expectation survey came from Chinatown and nearby areas, 26 percent from other Boston areas, and 19 percent from outside Boston. In all, 77 percent of the Chinatown resident users interviewed in the 1987 BRA survey use or have used the services, compared to 38 percent of the non-resident users. The 1989 community service needs assessment study reported that, in term of urgency of need, English classes ranked first (53%), followed by community health care (50%), employment training/counselling (48%), and day care (41%).

Despite the obvious demand, growth in programming capacity along with the improvement and expansion of facility has been limited by a shortage of funding and qualified bi-lingual staff. In recent years, as a result of vigilant community advocacy, a number of employment training programs have been sponsored by neighboring institutions, while other retraining and placement programs were undertaken through contacts with the city and the state. In 1989, the city's Office of Jobs and Community Services provided a \$200,000 linkage grant to support a three-year language training-job training-placement program coordinated by CACA, QSCC, and COTC. Despite these efforts, the waiting lists for all human service programs, especially for child care and language classes, remain long.

Nevertheless, over the years, Chinatown has built on the strengths of its traditional economic base. A well-established community business network has enabled many new comers to break into business ventures by modest scale start-ups requiring limited capital. The variety and choice in goods and services currently offered by numerous individual proprietors makes Chinatown an animated and appealing place for shoppers and patrons. Meanwhile, the Asian workforce of Chinatown has been maintained, with essential support services provided by community-based service agencies. The overall employment rate in Chinatown has remained relatively high and steady, with the exception of the garment industry.

However, the traditional economic structure of Chinatown is limited in what it can accomplish. Put simply, poverty persists in Chinatown. The vulnerability of Chinatown's narrowly-based labor force is manifested in the fate of workers left unemployed when garment factors closed or relocated. Despite its being the only Chinatown in New England, the isolated neighborhood has played no significant part in the area's tourism and cultural industry.

The need to diversify the economic base and upgrade employment levels is underscored by city-wide trends: the change from a manufacturing to a service and technological research and production economy. As projected in *Outlook for the Boston Economy 1990-2000*, recently published by the City, financial educational, medical, professional, and business services will continue to be the leading growth industries in Greater Boston. The pace of growth will be slower than that of the 1980s. In Boston, 85,000 new jobs will be added at an annual growth rate of 1.0 percent. Most of the net increase will be in health, education, business, professional, and other services, accounting for 75 percent of the total job growth. Meanwhile, employment in manufacturing will be declining as a result of a decrease in traditional manufacturing industries which is expected to exceed the employment growth in biotechnology and new lines of manufacturing which is in the high tech industry.

Furthermore, newer industries in the Metropolitan industries will be developed and nurtured to help diversify the economy and sustain continued growth. These newer industries include medical research and related biotechnology and pharmaceutical, computer software, and new high tech. Despite slowing economic conditions and the state fiscal crisis, Boston is uniquely positioned not only to maintain a strong local economy but also to lead the region in economic recovery. Nine of the top 11 U.S. hospitals receiving the most National Institutes of Health (NIH) funding for health care research in 1985 were Boston institutions. Competition is keen nationwide for the NIH funding, but Boston continues to lead all other cities in receipt of research dollars per capita. Research conducted by Boston's prominent institutions of higher education and medicine will continue to spawn industries in biotechnology, pharmaceutical products, computer software, medical instruments, and high technology.

One of the most important economic benefits generated by the medical research industry is the broad range of job opportunities for technical and other skilled workers, across a wide spectrum of education and salary levels. According to the Medical Industry Survey prepared by the BRA Research Department in 1987, approximately 55% of the jobs in medical research being conducted at Boston hospitals are held by people with no higher than a Bachelor's degree, i.e., by people without "advanced" degrees. The biomedical research industry is rapidly evolving, and additional positions in finance, production, quality control, marketing, sales, and other functions supporting the basic research will be created as the industry matures. The planned development of the

HOSPITAL RESEARCH EMPLOYMENT BY EDUCATION LEVEL AND OCCUPATION

	<i>Medical Research Employment</i>	<i>Percent Employed</i>	<i>Advanced Degree</i>	<i>Jobholder's with Bachelor's Degree</i>	<i>High School or A.A.</i>
Research Scientists	2,090	34.5	1,973	117	0
Doctors	755	12.5	755	0	0
Laboratory Technicians	1,598	26.4	0	1,347	252
Computer Technicians	82	1.3	0	32	0
Administrative	331	5.5	3	309	13
Secretaries/Clerks	892	14.7	0	0	892
Janitorial	116	1.9	0	0	116
Other	187	3.1	0	6	181
Total	6,050	100%	2,732	1,860	1,458
Percent	100%	N/A	45.2%	30.8%	24.1%

Note: Employment is based on Full Time Equivalent Employment data provided by 12 hospitals and extrapolated to the total of 17.

Source: BRA Research Department, Medical Industry Survey, 1987

South Station Technopolis Center adjacent to Chinatown will create a primary anchor for this new economy.

In addition to employment opportunities in the new growth industries, the megaprojects of the 1990, including the depression of the Central Artery, the construction of a Third tunnel beneath Boston Harbor, and the clean-up of the Boston Harbor, totalling \$10.5 billion together with other planned major public work programs, will employ an average of 3,800 on-site construction workers from 1991 to 1998, while providing for long-term economic growth in the next century.

Nevertheless, historically Chinatown's residents have benefitted little from the growth of the two neighboring medical institutions or the downtown retail and financial center. Like other minority communities, the Chinatown community has yet to gain a foothold in the real estate development or construction industry, despite the unprecedented development boom experienced by Boston during the 1980s. Unlike the

larger Chinese communities elsewhere in the nation, such as New York, San Francisco, or Los Angeles, Boston's Chinatown has yet to experience major infusions of capital from overseas or from local immigrants.

To address Chinatown's need for economic participation, diversification, expansion, and related support services, the City will direct opportunities and resources generated by the revitalization of two abutting districts, the Midtown Cultural District and the South Station Economic Development Area, to the economic development of Chinatown. It will: (1) target financial resources, including job linkage payments and other contributions from downtown development to support job training and other improvement programs; (2) establish goals/requirements for (a) temporary construction jobs and permanent on-site jobs; and (b) services and goods provided by minority business enterprises; (3) generate significant minority equity participation in downtown real estate development; (4) create on-site and/or off-site child care facilities; and, (5) protect and enhance small businesses and neighborhood enterprises by requiring the affirmative marketing of neighborhood business opportunities and by establishing a small business expansion zone.

With the emergence of the biotechnology R&D industries, the City is developing job training and educational programs aimed at producing a local community prepared for employment in the growing industries. Training assistance will be critical for Chinatown to capture its fair share of new jobs.

A Boston Health Careers Academy will serve a target population with the highest need for vocational training: high school students, dropouts, working parents, potentially displaced health care workers and unemployed teens and adults. The Academy will strive to establish close working ties between employers, unions, educational institutions, and vocational training providers. In addition, the Biomedical Technology Training Program and the City will collaborate with the Bay State Skills Corp. in promoting a college level, degree granting training program for residents of Boston.

The establishment of a Biomedical/Biotechnology Occupational endowment fund for the purchase of slots in accredited biomedical education programs for qualifying low- and moderate-income residents of Chinatown will also increase neighborhood residents' ability to gain jobs in the industry -- at South Station Technopolis Center. Also, day care providers will be encouraged to establish a relationship with a local

academic institution in order to achieve the highest possible level of care as well as generate job training opportunities.

Fully capitalizing on these opportunities and resources will enable the Chinatown community to reinforce existing job development and employment support programs, enter new growth areas, gain a foothold in the real estate development and construction industries, initiate up-scale business ventures, and access jobs with high levels of pay and status. Meanwhile, the economic backbone of Chinatown which is comprised of community-oriented, small businesses, and individual entrepreneurship will be further enhanced.



Chinatown

Building Ratings by Boston Landmark Commission*



Category III

Buildings in this group are considered to be significant to the City of Boston. Some buildings in this group may meet the criteria for designation as Boston Landmarks and individual listing in the National Register.

Category IV

Buildings in this category are considered important to the character of their particular street neighborhood or area. These do not merit Landmarks designation but are valuable because each is part of the group of background buildings which collectively form the image of Boston's streetscape.



Category V

These buildings have little architectural or historical interest but may be considered significant for their historic contribution to the streetscape. They may be important as part of a group of other buildings, but are not considered eligible for designation as landmarks.



Category VI



C.ENHANCE CHINATOWN'S CULTURAL HERITAGE, HISTORIC LEGACIES, AND ENVIRONMENT

Boston's Chinatown is a historic immigrant neighborhood dating from the 19th century. The neighborhood that began with landfill during the first half of the century was originally developed for middle class residents. However, its proximity to the Albany-Boston railroad terminal at South Station plus the nearby presence of railroad tracks detracted from its residential value. Instead, the area increasingly attracted the thriving leather industries that had earlier been displaced from the Washington Street area, as well as successive waves of immigrants who began to arrive en masse in 1850. Prior to the Chinese, the South Cove area was home to the Irish, central European Jews, Italians, and Syrians. By the 1890s, Chinese settlers who first pitched tents around the Ping-On Alley (Alley of Safety and Peach) had established a foothold in the neighborhood which is, a century later, to become the fifth largest Chinatown in the continental U.S.

Today Chinatown's predominant Chinese/Asian heritage and working-class immigrant legacies are reflected in its streetscape and ambience, and in an underlying community infrastructure comprised of family associations, service providers, and advocacy organizations. For many of the Asian immigrants, temporary residents, and transient visitors, Chinatown serves as a vital resource to maintain their ethnic identity and lifestyles. With the arrival of second and third generations of Asian Americans, the need to become reacquainted with the Chinese/Asian heritage has grown parallel to the assertion of a distinct immigrant history and identity for Chinatown. Given the emergence of satellite Asian enclaves in the Metropolitan region and the revitalization of the adjacent theatre district as the City's premier cultural and performing arts center, Chinatown's historic role as a historic cultural center will be further diversified and reinforced.

Chinatown Streetscape and Ambience

The present physical environment of Chinatown has been built on an urban structure erected during the 19th and early 20th century. The tight, intimate character that are typical of 19th century neighborhoods remains largely intact in the historic commercial core of Chinatown north of Kneeland Street, residential area south of Kneeland Street, except for housing towers constructed in the 1970s. While many of Chinatown's buildings and streets suffer from disrepair, neglect, and overuse, the prevalent building height and massing which is in scale with the slightly irregular neighborhood street grid, have resulted in an environment free

of excessive shadows or turbulent downdrafts. Despite poor sanitation and a lack of cleanliness in many neighborhood streets, the intimate scale, warm texture, and interesting details of the buildings have nevertheless created a complementary background for the animated street life and spontaneity which is unique to the commercial and residential areas of Chinatown.

Scattered in both commercial and residential areas of Chinatown, are clusters and individual remnants of 3 to 4 story Greek Revival rowhouses dating from the mid 19th century. Next to the rowhouses, the streets in Chinatown are largely dominated by 6 to 8 story brick and masonry buildings of relatively plain design. Many are loft buildings with high ceilings and large rooms. These buildings were constructed in the late 19th century and at the turn of the 20th century for the burgeoning wholesale textile and leather industries. They include the utilitarian buildings, mercantile buildings, and industrial loft buildings in various Revival styles popular at the time.

Located in the commercial core of Chinatown today are two historic districts listed on the National Register of Historic Places: the Liberty Tree District and the Beach/Knapp Street District. Ten other individual structures in the Chinatown business area have been rated in Category III by the Boston Landmark Commission and deemed to have significant historic interest warranting further study for possible landmark designation. Most of the remaining sixty-four buildings in the commercial core are considered valuable for their contribution to the streetscape of Chinatown (about 70 percent) or that of the city (about 20 percent). Other buildings of historic interests located outside the commercial area of Chinatown, such as the Boston Dispensary Building and the Floating Hospital, have not yet been formally evaluated by the Landmark Commission.

In addition to the eclectic collection of turn-of-the-century buildings, Chinatown's streetscape has been enriched with cultural and historical emblems and markers, such as the mosaic inset map of old China on a stair landing, the Gateway on Beach Street, and the dragon-coiled columnade. The Asian heritage appears most ubiquitously in the multi-lingual signs, small decorative appliques on building facades and interiors, colors and cultural symbols, and furnishings on the streets and inside the shops and restaurants.

These add to the bountiful display of ethnic foods and specialty goods, the dialects, the aroma, the daily bustling of residents, workers, and visitors, and the variations of rhythm and scenario brought about by seasonal events such as the August Moon Festival and the New Year

celebrations. Together, the intimate streetscape, the lively street ambience, and the Asian presence conjure up the distinctive image of Chinatown.

Historic Preservation

As Chinatown approaches the next decades of growth it will face the challenge of maintaining the historic streetscape along with the rich and lively ambience which has distinguished Chinatown as one of the few downtown residential neighborhoods and a unique regional business and cultural center. However, historic preservation implies many different things to the Chinatown community today. To some, it is a tool to discourage real estate speculation and prevent gentrification and displacement. To others, it is a deterrent to progress, improvement, and a fair share in the real estate market. To still fewer others, it is the preservation of the contextual architecture and a few clusters of distinguished historic buildings dating from the mid 19th and early 20th centuries.

In particular, the preservation of the existing physical environment, prevalent building scales and architectural styles invites debate. There are relatively few historic buildings with high ratings. Poor building maintenance, persistent neglect, and inappropriate trash and garbage disposal and collection result in the dismal image of the general environment in Chinatown.

Nevertheless, Chinatown can draw from a rich cultural heritage of "street-places". Historically, streets have been the center of the civic and economic life of Chinese cities. Ceremonial squares and large public commons are the exceptions seen only in a few capital cities. Typically, in the densely populated Chinese cities, streets are path, public common, and marketplace rolled into one. These "street places" were formed through the interaction of public and private places, the versatile extension of indoor-outdoor space, flexible use of temporary settings, and a repertoire of seasonal and special events. Similar street-places can be developed in Chinatown by means of creative building design and landscaping, space management, event programing, public education, and code enforcement addressing traffic and sanitation concerns. These "street-places" can be reinforced as both circulation paths and green public places that move the goods while serving as a social and recreational setting for residents, workers and visitors in the densely built-up neighborhood.

Community Infrastructure

The first Chinese immigrants in Boston, like their brethren elsewhere in the world, built the foundation of their overseas community on a familiar model derived from the long history of urban sojourning in their homeland. The many family and trade organizations that provide the crucial support network for generations of overseas Chinese were directly adapted from the traditional urban sojourners' associations. They were originally organized around native places or specific family groups, or both, to provide social and financial support for travelling scholars and literati-officials. Towards the 15th and 16th centuries, with the advance of regional trade and the restructuring of urban economy and taxation, the travelling literati were joined by a growing number of merchants, tradesmen, and professional sojourners. These mutual-aid societies were based on the benevolent kinship and the extended family system expounded by Confucian teachings.

Like their urban predecessors in the homeland, the immigrant workers who settled in Chinatown were sojourners in search of better fortunes to support and honor the families left behind. Most of them looked forward to the journey home; they did not plan to take root in a foreign land. In Boston's Chinatown and elsewhere, the extended family associations along with the leading merchants association assumed a pivotal role in governing and maintaining the internal order and the welfare of the community. To solidify their positions, they joined forces and formed an umbrella organization to provide a central governing forum. The underlying concept remained one of a patriarchal family governed with benevolence--one that embraces the four seas of the world.

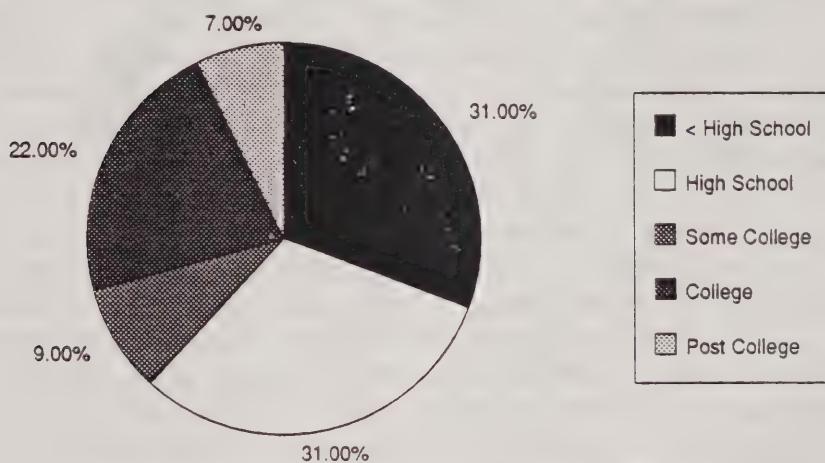
With the relaxation of immigration laws after World War II, the single-male character of Chinatown's population gradually changed to include a dominant presence of families in the next decades. The community itself nevertheless remained largely internalized well into the 1950s and the 1960s.

From the mid-1960's and onwards, however, three factors have coincided to accelerate the opening-up and reconfiguration of Boston's Chinatown. The first factor is the substantial increase in Asian immigration resulting from the abolishment of a discriminatory national origin quota system in 1965. Asian immigration was further boosted by the arrival of Southeast Asian refugees since mid-1970s. Many of these are ethnic Chinese who are farm workers or trained professionals with young families.

The second crucial factor is the fundamental re-orientation of the overseas Chinese intent on obtaining permanent residency. The change was linked to the contemporary political turmoil back home and to the apparent affluence and the preeminent position of the United States. Instead of being a temporary foothold for the sojourners, Chinatown has become a gateway neighborhood that paves the way for permanent resettlement in the United States.

The third factor is the maturing of the second- and third-generation Chinese Americans amidst the activist social movements of the 1960s. Their emergence is accompanied by the growing constellation of intellectuals and professionals of Asian ethnicities who are drawn to the leading academic institutions and high-tech employers concentrating in the Boston area.

Educational Attainment of Chinatown Users



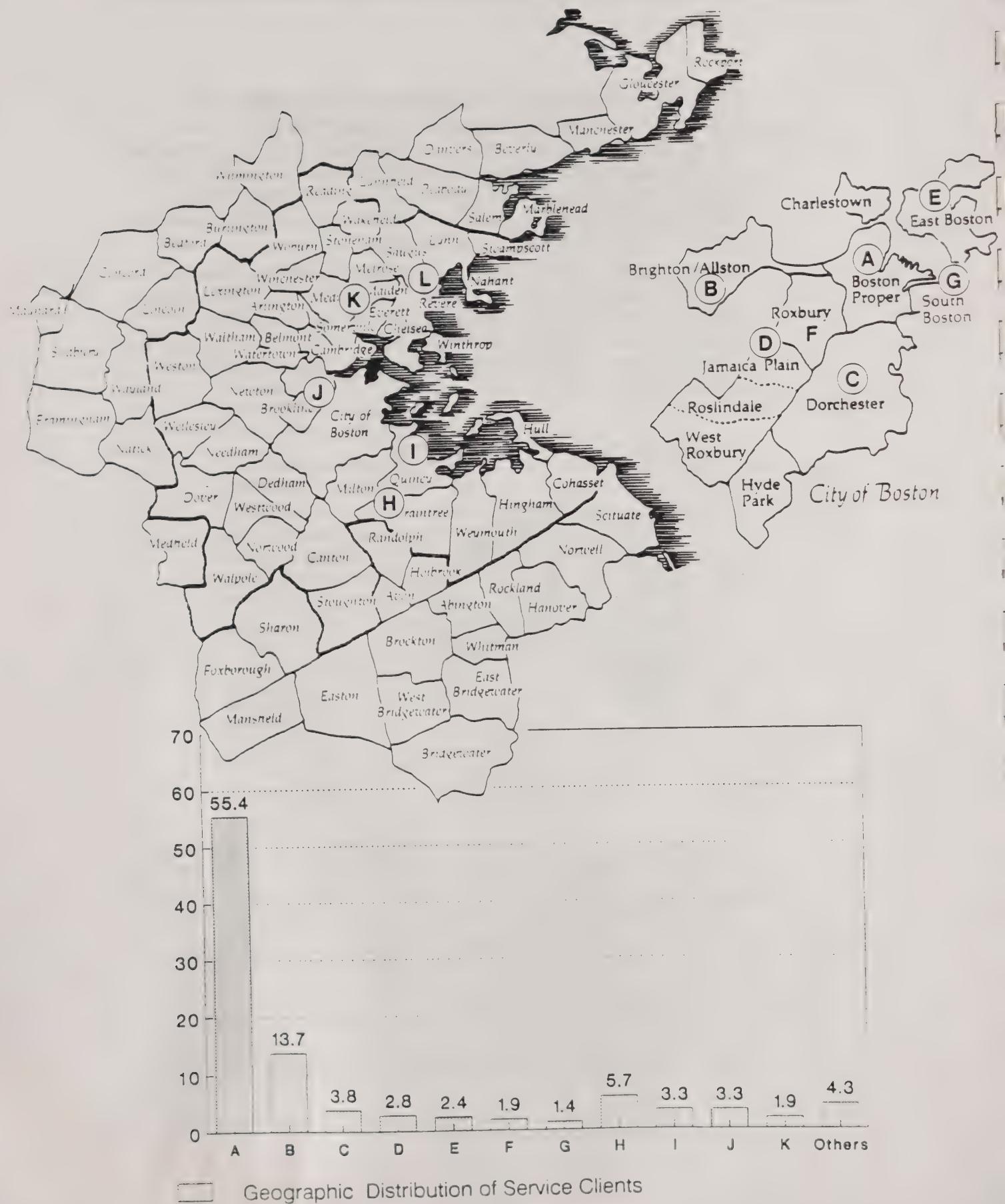
1987 BRA User Survey

Throughout the 1970s, the traditional groups were joined by a wave of new comers. The second generation of service providers and advocacy groups came equipped with specific social and economic agendas, professional training, and a heightened political awareness. The promotion of improved standing of the pan-Asian community has opened up a new rallying front locally, regionally, and nationally.

Today, a total of 66 family organizations, service providers, social clubs, and advocacy groups constitute a well-developed community infrastructure providing a wide range of support and services that are tailored for the various phases of immigration and family development

GEOGRAPHIC DISTRIBUTION OF SERVICE CLIENTS

1987 CNC Job Expectations & Opportunities Survey



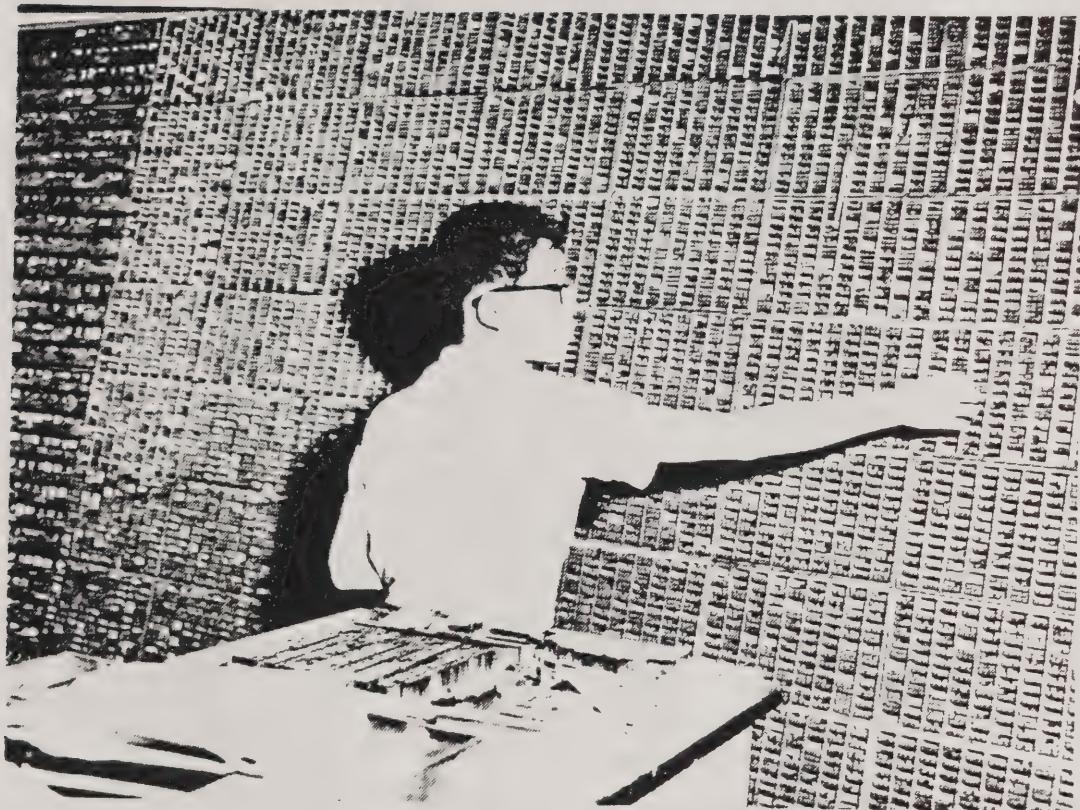
Some of these are geared toward the needs of the newcomers, ranging from counseling and orientation courses to job/housing referrals and the previously mentioned ESL and employment training programs. Others extend beyond the initial period immediately following immigration. These services include, among others, the comprehensive health-related services provided by the South Cove Community Health Center, day care facilities operated by the Quincy School Community Council, elderly programs offered by the Golden Age Center, youth programs organized by the South Cove YMCA and the Chinese Youth Essential Services, and religious programs of the Chinese Christian Church and the Chinese Evangelical Church. The expanding repertoire of cultural programs sponsored by such organizations as the Asian American Resource Workshop, the Chinese Culture Institute, and the Greater Boston Cultural Association reflect the increasingly active role of the Asian community in promoting Asian American issues, and cultural development and exchange.

Over the years, traditional organizations like the Chinese Consolidated Benevolent Association, the Chinese Merchants Association and other trade and family organizations have provided leadership in social and business development. Equally important are the many advocacy groups that emerged in the 1970s, such as the Chinese Progressive Association, with its focus on workers rights and welfare, the Chinatown Housing and Land Development Task Force working on tenant rights and affordable housing, and the Asian American Resource Workshop addressing Asian American issues through arts and multi-media activities. Meanwhile, groups like Chinese Economic Development Council and the newly formed Asian Community Development Corporation have begun to build the development capacity of the community. In addition, environmental education and improvement programs are promoted by the Chinatown Beautification Committee.

Conflicting ideologies and approaches notwithstanding, these organizations have continued to safeguard, advocate, and provide for their respective client groups. Over the course of a century, the tradition of mutual support and self-help based on a sense of extended kinship, has been conserved in a community-based infrastructure unique to the Chinatown community.

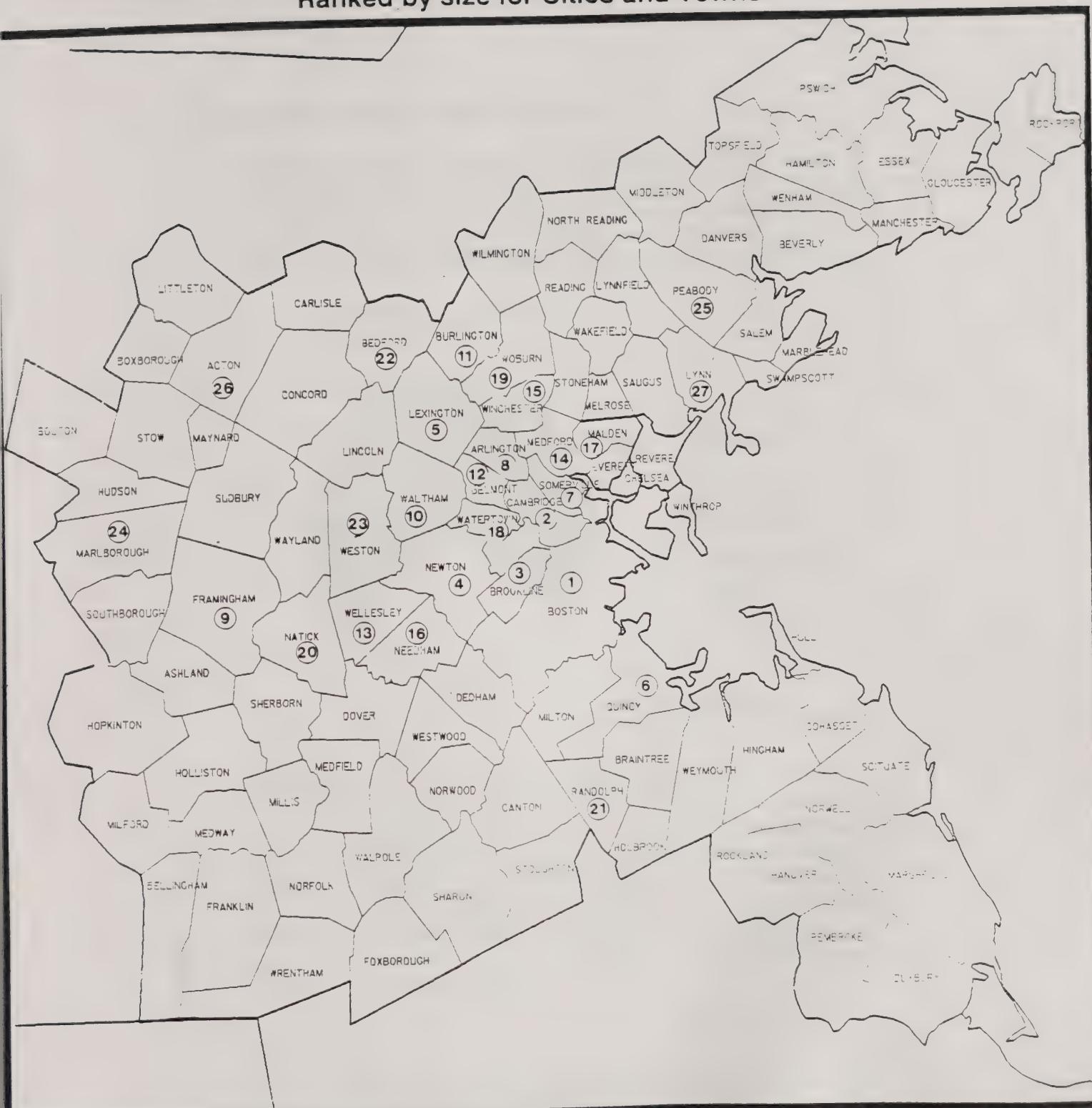
In 1990s, Chinatown will encounter changes. They will come from the continued growth and the increasing heterogeneity of the Asian community at large and of the Chinese community itself. They will come with Chinatown's reconnection with the downtown economy and the revitalization of the nearby Midtown and South Station areas. To

navigate through the challenges of the 1990s intact, Chinatown needs to draw from the collective experience and diverse expertise amassed by the body of organizations that have upheld the foundation of the Chinatown community since its birth a century ago. Most significantly, building on the historic community-based support network will further reinforce a sense of identity and kinship while keeping alive the unique heritage of the Chinatown community.

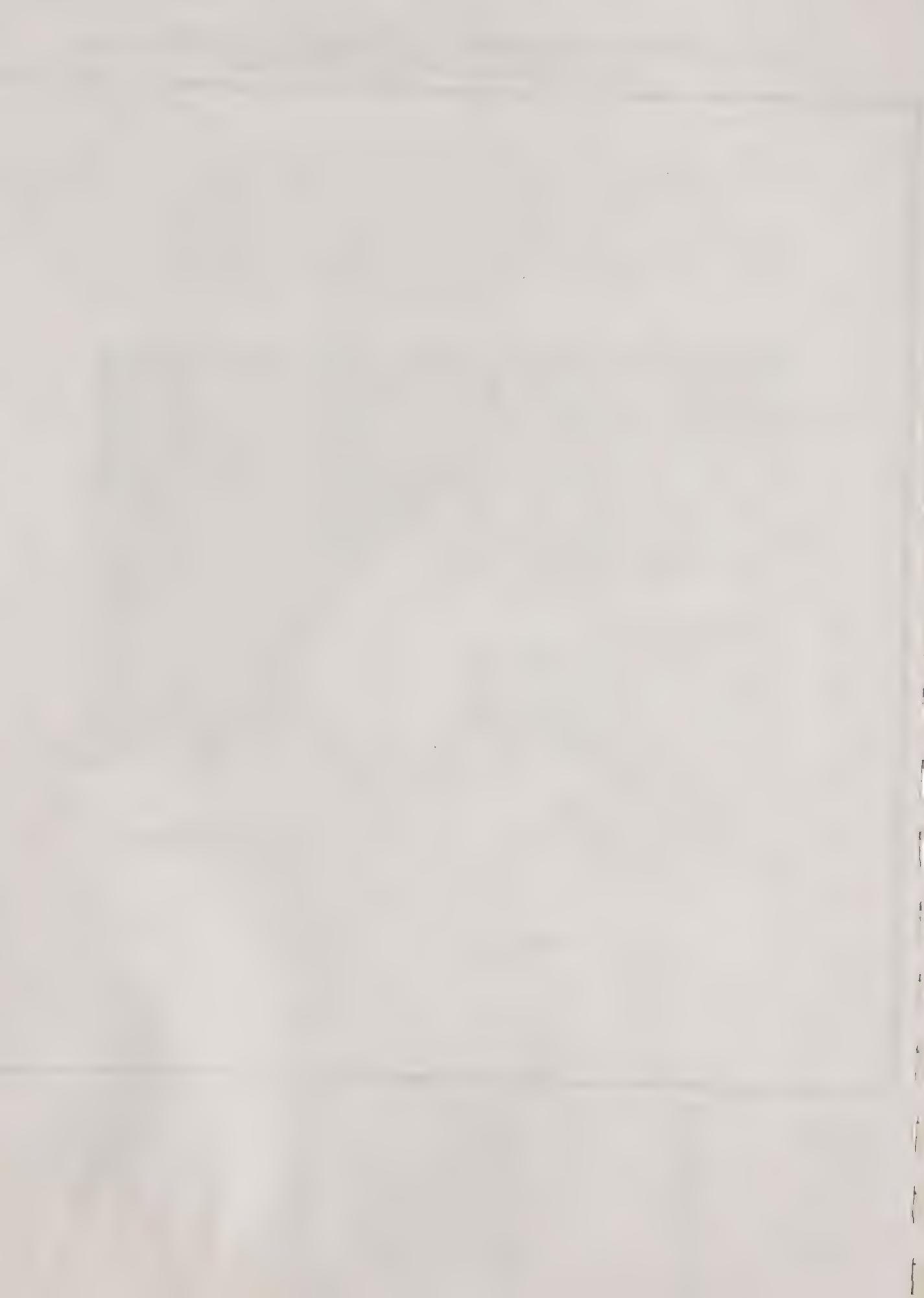


BRA POLICY DEVELOPMENT AND RESEARCH

1980 Asian Population in Metropolitan Boston Ranked by size for Cities and Towns



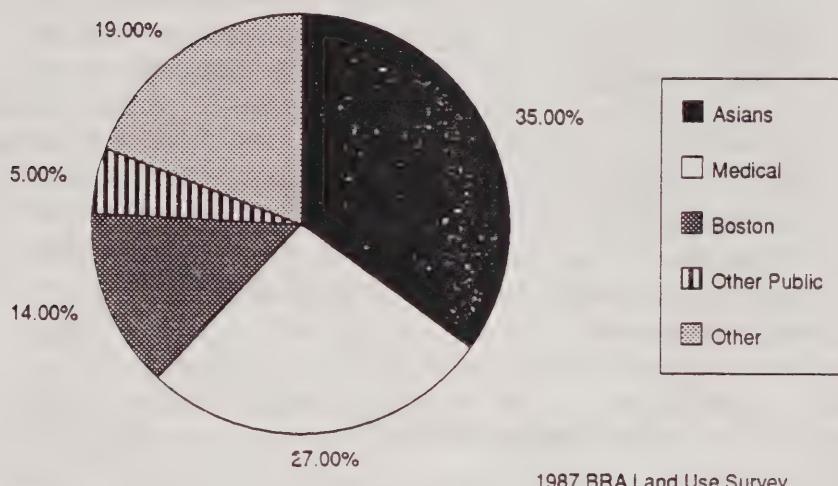
1.	Boston	15,150	11.	Burlington	538	21.	Randolph	232
2.	Cambridge	3,612	12.	Belmont	455	22.	Bedford	225
3.	Brookline	2,662	13.	Wellesley	451	23.	Weston	219
4.	Newton	1,697	14.	Medford	364	24.	Marlborough	218
5.	Lexington	758	15.	Winchester	327	25.	Peabody	216
6.	Quincy	740	16.	Needham	320	26.	Acton	215
7.	Somerville	709	17.	Malden	296	27.	Lynn	207
8.	Arlington	704	18.	Watertown	285			
9.	Framingham	687	19.	Woburn	260			
10.	Waltham	623	20.	Natick	236			



D.REDIRECT INSTITUTIONAL GROWTH

Medical institutions have resided in the Chinatown-South Cove neighborhood since the late 1800s. The Common Services Building was constructed in 1875 and the Boston Dispensary Building in 1883.* In 1927 the Floating Hospital, an innovative pediatric clinic started on a barge in 1894, joined the Dispensary after the barge burned down.

Land Ownership in Chinatown



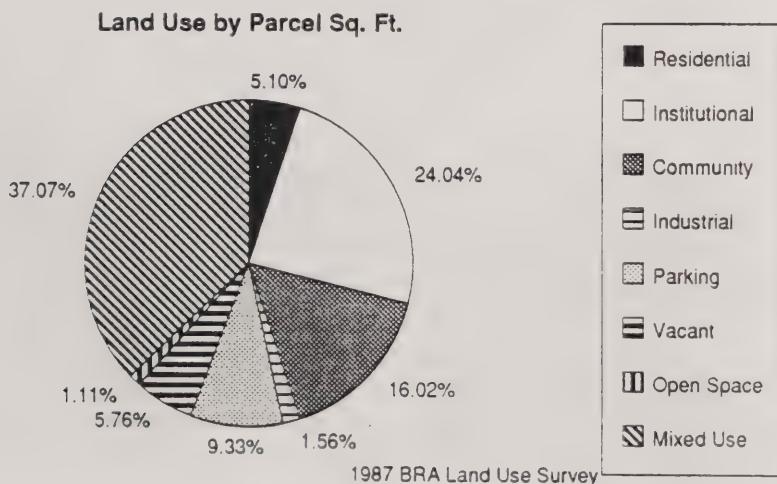
1987 BRA Land Use Survey

The modern era saw the various medical institutions, which had continued to develop in the Chinatown-South Cove area, consolidate in 1965 under the newly formed New England Medical Center Hospital, later renamed the New England Medical Center (NEMC). This new institution is comprised of the Boston Dispensary, Boston Floating Hospital, and Pratt Diagnostic Clinic/New England Center Hospitals. Meanwhile, the Health Science Campus of Tufts University was born in 1945 with the purchase of an obsolete manufacturing building, the M & V Building, on Harrison Avenue.

*Unless noted otherwise, the current data quoted here are based on the 1987 BRA Land Use Survey, the 1982 preliminary submission of the joint facilities master plan by the New England Medical Center and the Tufts University, the 1989 NEMC draft master plan formally submitted for review by the community and the City, and the Tufts preliminary draft master plan currently in progress.

Today, the New England Medical Center and the Health Sciences Schools of Tufts University constitute a major regional academic health complex in downtown Boston. The Medical Center, the 5th largest hospital-based research center in the country, is also the primary teaching affiliate of Tufts University of Medicine. It ranks with a dozen or so other medical institutions in the nation as a major academic referral centers. Locally, NEMC is a primary of hospital for the South End, South Boston, and the South Shore areas.

Together the two institutions own 8.7 acres, or about 27 percent of the 32-acre parcel area of the existing Chinatown proper. Eighteen clinical departments are housed in the 480-bed NEMC complex, supported with 365 full-time physicians and about 4,000 other employees. Tufts University's Health Science Campus has been developed by the University under the "One-medicine" ideal, the campus is formed by Tufts School of Medicine, Dental Medicine, Veterinary Medicine, the Sacker School of Graduate Biomedical Sciences, and the Human Nutrition Center, developed jointly by Tufts University and the U.S. Department of Agriculture. Together, these two institutions accommodate over 9,000 staff, faculty, students, patients, and visitors on a daily basis.



South Cove Urban Renewal Plan

In 1965 contemporary development of the medical institutions in the neighborhood ..as ushered in by the South Cove Urban Renewal Plan. That same year, the national origin quota system, established under U.S. immigration law, was abolished. This opened the gateway for a large inflow of Chinese immigrants, which has continued unabated to this day. As a result, since 1965 community growth and institutional expansion have been moving on two colliding courses.

The Urban Renewal Plan was conceived in an era of general decline of the city, as a means to both expand the real property tax base of the city, and rehabilitate blighted neighborhoods. The plan sought to insure the future of the neighborhood by strengthening its residential character and facilitating efficient land use for housing, commercial, and institutional activities. Architects of the plan foresaw no conflicts in meeting the housing needs of residents while simultaneously providing sites for the expansion and reorganization of medical and educational facilities.

In 1966, following the enactment of the Urban Renewal Plan, the two medical institutions, the City and the BRA entered into a Cooperation Agreement to pursue the objectives of the renewal plan and the land use regulations and disposition policies recommended therein. As a result of implementing the Plan, 264 Chinese households were displaced between 1966 and 1970. Through the city's replacement efforts, about 25 percent of these were eventually relocated within the South Cove area, 60 percent moved to the South End, primarily to the Castle Square development, and another 9 percent relocated in the Allston-Brighton area. The renewal effort also saw the construction of the Josiah Quincy School, the Quincy Tower, and the 214-unit Tai-Tung Village. In the two decades since adoption of the renewal plan, the major transformation of the South Cove has resulted from institutional rehabilitation and development, including the replacement, consolidation, and expansion of ambulatory care and inpatient facilities, medical research labs, and educational facilities.

By the end of the 1980s, institutional uses totaled over 1.6 million gross square feet, of which more than 1 million gross square feet were developed or acquired in the preceding two decades. These include the Proger Building (221,579 gross sq.ft.), the Floating Hospital (282,390 gross sq.ft), the Nuclear Magnetic Resonance facility (12,667 gross sq. ft. underground), the Tupper Building (110,510 gross sq.ft), 35 Kneeland Street building, (103,565 gross sq.ft), the Tufts Health Sciences Education Building (134,800 gross sq. ft) the Dental Health Science

School (208,000 gross sq. ft.), the 950-space Tremont Street Garage, and the USDA Human Nutrition Research Center employing over 300 staff and researchers.

Meanwhile, Chinatown's population tripled between 1950 and 1987. Beginning with the construction of the Southeast Expressway in the 1950's, the subsequent extension of the Massachusetts Turnpike, and continued institutional expansion, Chinatown lost about 9 acres of land area in three decades. In 1983, the courses of community growth and institutional development collided when the institutions sought to expand onto sites outside of institutional boundaries in the South End and the South Cove area. Community objections were eventually addressed when the institutions and the 7-person ad hoc community board convened by the Chinese Consolidated Benevolent Association reached an agreement, later formalized in a Memorandum of Understanding ("MOU"). The MOU combined community support for several institutional projects, with specific institutional commitments to community housing, scholarship, and job training funds, and provided for future community participation in institutional planning and development.

1986 NEMC Garage Proposal

Community needs and institutional agendas collided once again over a 1986 NEMC proposal to build a \$9 million, 850-car parking garage on a Chinatown site which is partially owned by the City. The end result of this conflict marked a historic turning point in the city's policy governing land use planning in Chinatown. After a year of discussions between the community and the NEMC, the Chinatown-South Cove Neighborhood Council voted in March of 1987 to oppose the garage proposal. The city supported the neighborhood's decision. A report published by the BRA in July, 1987, noted that: "...the appropriate planning principles were to maintain and improve the quality of life in Chinatown, and to strengthen its residential character. This analysis represents a change in the perspective which held that land use decisions in Chinatown should be analyzed in the context of institutional expansion plans. A shift to the community needs and values as the standard of reference changes both the nature of the questions posed (regarding the garage proposal), and the resulting answers. On a broader level, this analysis shows a need for a community-based comprehensive planning process to guide future land use decisions in Chinatown." Shortly after the city reached its final decision to oppose the garage proposal, the Neighborhood Council and the city began to develop a community-based master plan for Chinatown.

The necessity of a community-based approach to planning for Chinatown had been expressed 30 years earlier by the visionary planner, Kevin Lynch, in his 1955 study on the potential expansion of the Medical Center. Lynch opened the study, which was commissioned by the NEMC board, by noting that: "The New England Medical Center is faced with a problem of growth and its neighborhood, the South Cove, a problem of decay. Both problems are connected. Not only must the Medical Center understand its neighborhood so that it may find the space it needs for expansion, not only must it help reconstruct it so that its own environment be improved, but indeed as the strongest force in the area, it bears a responsibility for rebuilding that goes across its own property lines. Unhappily or otherwise, it must look beyond its internal preoccupation to other issues that surround it."

Writing not long after the State of Massachusetts had taken land in Chinatown to construct the Central Artery, Lynch observed that "the takings for the new expressway will demolish many Chinese-occupied dwelling units and leave the community disturbed and pressed for housing. Their principal desire at the moment is to be left alone." Lynch further noted that the Chinatown community was "isolated, lacking in social and economic opportunity Despite some outward movement, the community is anchored here and has obvious need for decent housing and adequate recreation in the vicinity."

However, in the decades following Lynch's report, Chinatown's need for "decent housing and adequate recreation" facilities was never really addressed. The stability of Chinatown and the quality of life in the neighborhood which the 1965 renewal plan ostensibly sought to enhance was threatened rather than reinforced by institutional development in the neighborhood. A new planning context which accommodates and supports a rapidly growing community was needed.

Designation of the Quincy School Community Council

In May of 1987, the BRA tentatively designated the Quincy School Community Council (QSCC) as the redeveloper of four Oak Street properties on which the QSCC had operated a variety of service programs since 1969. The two medical institutions challenged the designation and sought redress through the courts to secure development rights to the properties. However, the BRA and the QSCC prevailed in the lawsuit.

In an opinion denying the institutions' motion for a preliminary injunction, the Massachusetts Superior Court wrote that, "The increase in population of Chinatown has not been met with an increase in affordable housing units and related community centers. The BRA, in exercising its statutory duty, has determined that what is needed to accomplish the purpose of the 1965 South Cove Renewal Plan is the construction of housing and related facilities which will help the Chinatown community's continued growth."

Following the court's decision, in 1988 QSCC received final designation from the BRA. Since then it has completed redesigning a tot lot for its child care center and renovating its classrooms for language and computer classes. Meanwhile, a new community service facility is being planned by the City and the community for Parcel C, a site abutting the QSCC properties. The site which encompasses NEMC and Tufts'-owned land bounded by Nassau and Ash Streets and the BRA-owned parcel P-3 on May Place will be consolidated and a community-based developer designated for the planned community center.

This expected consolidation of Parcel C for the development of a community facility is made possible as the two medical institutions approach their respective development plans in accordance with a re-oriented planning framework, recognizing the community as a central reference point.

The integration of institutional development in the framework established by the Chinatown Community Plan signifies a renewed cooperative effort in good faith by the community, the institutions, and the city to enhance this unique immigrant neighborhood, while facilitating the growth of the leading institutions in medical care and research benefitting the region, the City, and the Chinatown community. The two colliding courses that were forged over twenty years ago are redirected to insure that institutional growth can be facilitated without infringing upon or undermining the stability and the quality of life of the residential and commercial neighborhood of Chinatown.

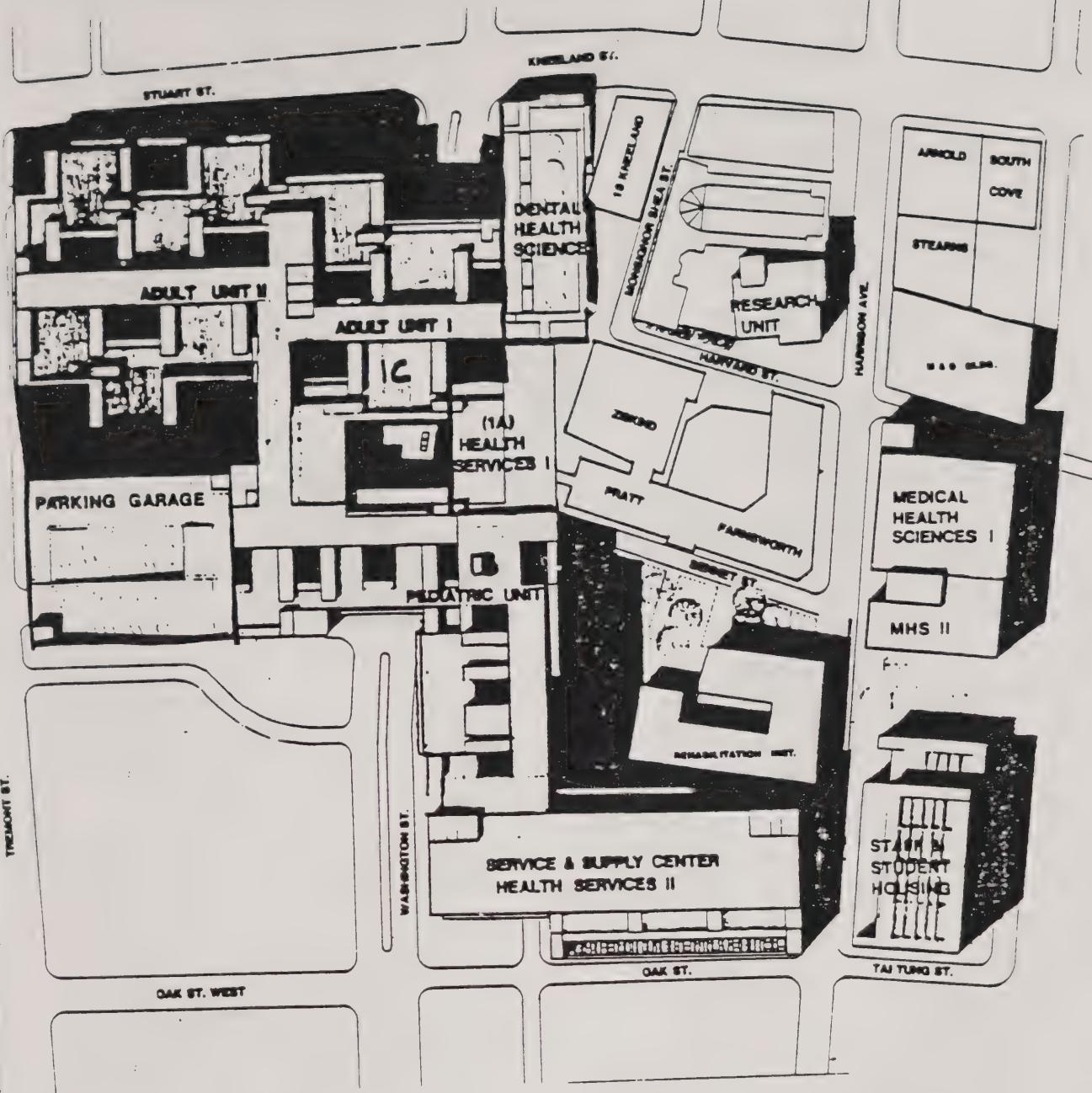
Concurrent with the development of the Chinatown Community Plan, the Medical Center has been preparing its master plan for the period between 1990 and 2000. In comparison with the previous institutional master plans drafted in 1972, 1982, and as recently as 1988, the present plan not only reduces its claims and intrusions on the residential Chinatown, but also reflects a new sensitivity to and respect for community concerns regarding open space, pedestrian connection, ground floor uses, and neighborhood scale and character. As part of its present master plan which proposes to develop additional clinical and research space totalling over 350,000 square feet, a clinical facility is planned by NEMC for a site adjacent to Parcel C. This new clinical facility will also accommodate a community hospital program to extend quality health care to the Chinatown community.

Presently, Tufts University is working with the community and the City in exploring creative means and alternative locations to accommodate desirable growth in basic science research, bio-engineering, and patient diagnosis and treatment, while at the same time reinforcing the abutting residential core of the neighborhood. On-going discussions focus on development issues related to Posner Lot on Harrison Avenue, Posner Hall on Harrison Avenue and Oak Street, and R-1 Parcel on Tyler Street. Successful resolution will not only make available a better housing development site located away from major traffic carriers for the community, it will also help solidify the historic residential core around Tyler and Oak Streets.

Chinatown Existing Institutional Campus Land Use



- I Existing Chinatown Proper
- II Turnpike Air Rights
- III Chinatown Gateway
- Exisiting Institutional Land Use Area -**
including parcels owned or leased
by the medical institutions.



Developed by The Architects
Collaborative 1972

0 25 50 100

NEW ENGLAND MEDICAL CENTER
MASTER PLAN



NEMC Masterplan 1972



	INPATIENT		ADMINISTRATION
	RESEARCH		CLINIC & OTHERS
	AMBULATORY		HOUSING

Developed by Environmental Research
& Technology, Inc.
and Hans H. Finne, Inc.

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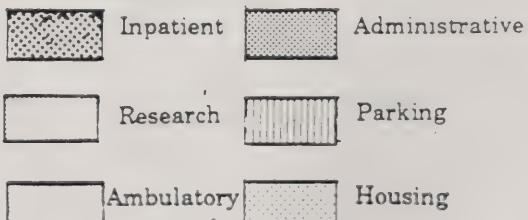


NEW ENGLAND MEDICAL CENTER MASTER PLAN



NEMC Masterplan . . .

pedestrian
link to Shinatown



Parcel 1-C Developed by
Tsao/Kobus & Associates and
Andre Wouters & Associates

0 25 50 100

NEW ENGLAND MEDICAL CENTER MASTER PLAN

NEMC Master:
May 1988



NEW ENGLAND MEDICAL CENTER



M A S T E R P L A N

0 25 50 100
feet

Phase Plan: Phase 1N,
1S, 2, 3 & Research

E.BUILD LAND BRIDGES FOR THE FUTURE CHINATOWN

Chinatown is a small downtown neighborhood that measures about 4 blocks east to west and about 7 blocks north to south, totalling 46 acres of land area. From the 19th century onward, when the neighborhood was created on land fill, the Chinatown-South Cove area has repeatedly undergone major transfiguration as a result of transportation construction. Beginning with the Albany-Boston railroad line constructed midway through the 19th century, followed by the construction of the Beach Street elevated tracks, the realignment of Harrison Avenue around the Phillips Square area, and the widening of Kneeland Street, transportation construction continued into modern days, including the building of the Southeast Expressway and the extension of the Massachusetts Turnpike. Today, this compact urban core is traversed by two sets of traffic networks. In addition to local neighborhood streets, major regional arteries converge in and around the neighborhood, including the Massachusetts Turnpike, the Southeast Expressway, Kneeland Street, Essex Street, and Washington Street. Chinatown enjoys the convenience provided by its central location in the transportation network and its proximity to the civic and business hub of the city. However, the neighborhood is also fragmented and isolated by heavy traffic in its midst or circulating at its borders, while it suffers from a deteriorating environmental quality. Diverse uses are made of the limited land area, including residential, commercial, service, light manufacturing, and institutional. While contributing to the richness and the vitality of Chinatown, they inevitably result in conflict and confusion.

With 111 residents per acre, compared to 40 residents in the North End and 26 residents in the South End, this land-locked district is the most densely populated neighborhood in Boston. The neighborhood also has more families and elderly residents than the city average. Many of them live in substandard, overcrowded housing. The limited number of indoor recreation facilities in Chinatown further aggravates the need for open space. Chinatown offers the least amount of open space to its residents of any neighborhood in the city. About 0.3 acres of open space are currently available within the existing Chinatown proper, plus another 2.5 acres provided by the Pagoda Park in the Gateway site and the Eliot Norton Park in adjacent Bay Village. In total, open space averages less than 0.6 acre per 1000 Chinatown residents, compared to 1.2 acres for the South End. In addition, these spaces, currently used by a large number of Chinatown residents and visitors, suffer from inconvenient location, poor security, inadequate maintenance, or limited size. Greenery is scarce. Access to the nearby Boston Common and the Public Garden has long been hindered by the presence of the Combat Zone.

Ironically, the 9 acres of asphalt parking lots scattered around Chinatown have provided some visual relief in the densely built neighborhood. With few other alternatives available, these parking lots, along with congested streets and crowded sidewalks, have become make-shift ball parks, tot lots, or adventurous playgrounds in Chinatown.

As Chinatown retains its preeminent position as the strategically located anchor for the rapidly expanding Asian community in the Greater Boston area, its growth in population, businesses, and services are expected to continue into the future. Additional land area is thus essential to expanding the neighborhood's open space resources, affordable housing, and economic opportunities, thereby improving the quality of life for the Chinatown community. Moreover, the economic and physical connection between Chinatown and the city at large must be re-established to maximize the neighborhood's access to resources and opportunities. Instead of further fragmenting Chinatown, future public

COMPARATIVE DATA ON CHINATOWN

	Chinatown ¹	South End ²	Boston ²
Population	more than 5,100	25,372	601,095
Area (acres)	46.0	985.9	32,061
Density (Persons/Acre)	110.9	25.7	18.75
Housing Units	1,478	13,761	245,594
Size of Household	3.6	1.8	2.4
Over-crowded units (in percentage)	21	2	4
% in Poverty ³ Persons	24	17	16.6
Open Space ⁴ (acres)	0.36	29.15	—
Open Space per 1,000 populations	0.07	1.15	—
Car Ownership (% of households)	29%	39%	—
Parking Spaces ⁵ (off-street)	1,573	4,200	55,000
Parking Density (spaces/acre)	34	4.6	1.7

1. Chinatown Household Survey, BRA, Dec. 1987, and Profile of Boston's Chinatown, BRA, June 1987.

2. Boston at Mid-Decade: Demographic Characteristics, BRA, 1986.

3. U.S. Census 1980, the latest reliable source in neighborhood income and poverty for comparative purpose.

4. An Urban Open Space Plan, Vol. II The Inventory, Mayor's Office of Capital Planning, Boston, August, 1987. Figures here include parks, school playgrounds, and urban gardens located in the respective neighborhood proper.

5. Boston Transportation Department.

infrastructure construction must help mend the fragile fabric of the neighborhood.

Given the dual emphases on expansion and re-connection, "land bridges" are conceived for three peripheral sites in or abutting the Chinatown neighborhood. These include the Chinatown Gateway area on Chinatown's eastern front, the Turnpike Air-Rights area at its southern edge, and the Hinge Block abutting its western boundaries.

The land bridge at the Chinatown Gateway area will be developed on 14-acres to be reclaimed through the reconstruction of Central Artery at the I-90/I-93 South Bay Interchange. The reconstruction project will create developable land by realigning surface infrastructure and supporting air-rights development over the depressed roadway structure. This project is currently scheduled for the late 1990's. As a result, Chinatown will be able to resume its expansion eastward of Hudson Street, replenishing its residential and business base with the development of new affordable housing and large scale business and commercial uses that will benefit from the transportation access.

The significance of the development of the Gateway area to the future of Chinatown is highlighted in the *Chinatown 2000* study completed by the MIT studio:

"The place in downtown Boston which offers the most exciting possibilities for Chinatown 2000 is a site which does not even yet exist as open developable land," the report notes. "However it is only a nest of highway ramps, a no-man's land ... But ten or fifteen years from now, when the Central Artery/Third Harbor tunnel construction project is done, this 14-acre landmark site will stand ... [this site] could become both a monumental new entry to downtown Boston as well as a passage to Chinatown's economic redevelopment."

The report goes on to note that turning the site over to Chinatown has the "potential to repair the neighborhood fabric torn" during the construction of the artery and subsequent highway and urban renewal projects. "There are two ways in which the Gateway could and should become an economic generator for Chinatown," the report continues. "First the community should have site and development control, through a community-based non-profit development arm specifically created for owning, managing, and controlling development on the Gateway. Then the high market value for the site could cross-subsidize the space for neighborhood-based business, business services, job and language training, and other economic activities both on the site and in core Chinatown ... The idea of using the Gateway's enormous market value to

leverage other economic benefits builds logically on previous steps in the city's linkage program."

Specifically, the report noted: "There must be a clear emphasis on not just adding new blocks of restaurants and souvenir shops but:

- community ownership and management of the site;
- new neighborhood-based business opportunities (including employee-owned enterprises) and support services for them;
- appropriate job training and targeted placements; and
- subsidized space for community human-service agencies and providers."

After analyzing three development scenarios for the site, the report recommended a mixed use project that includes hotel, office space, retail space, wholesale/industrial space, housing, community space, and a garage. The plan further recommended that most of the retail space be used for an Asian-oriented marketplace, while the wholesale/manufacturing space be used as a new home for Chinatown wholesalers and for the Chinatown food-processing industries.

In addition to expanding Chinatown's land base, the Chinatown Gateway area will also connect the historic Chinatown neighborhood with the future South Station Technology Center to be developed on air rights owned by the City. The proposed Center represents the City's economic development initiative for the 1990s, targeting bio-medical, medical, and scientific research fields that offer commercially profitable products and process applications as a new growth economy. The Center will total about 2 million square feet including approximately 500,000 square feet of research related activities and the remainder for commercial office space, hotel and conference facilities, retail space, and parking to accommodate all such uses. As drafted by the City, the planned development program of the Center calls for business and employment opportunities and housing resources for both the Chinatown and the South Boston communities. In addition, the planned development of the Center provides alternative expansion sites for many of the leading institutions, while reducing adverse impacts on the city's neighborhoods. As envisioned, successful development of the South Station Technology Center will help diversify Boston's economic base, while at the same time contributing to community growth.

The land bridge to be built on the four Turnpike Air-Rights parcels flanked by Marginal Road and Herald Street will create approximately 3 acres of land area at the southern edge of Chinatown. It will reconnect the residential and community core of Chinatown, which extends from

Tai-Tung Village on Tyler Street, the Chinese Evangelical Church on Harrison Avenue, the planned 260-unit housing development at Washington Street, to the Quincy School and Mass Pike Towers at Tremont Street, with the South End and the Bay Village residential communities. In addition to creating a green common shared by all three abutting neighborhoods, there will also be opportunities for the expansion of affordable housing, neighborhood business, community services, and jobs serving their various needs.

Like the air-rights development at the future Chinatown Gateway site, the land bridge at the Turnpike corridor will have to address complex issues related to transportation infrastructure, engineering and financial feasibility, and environmental impact mitigation. To direct traffic generated by the reconstruction of the Central Artery away from neighborhood streets and Marginal Road, a west-bound exit ramp in the vicinity of Berkeley and Arlington Streets may be constructed. Likewise, the Orange Line replacement service along Washington Street, currently under discussion between the State, and the Roxbury, South End, and Chinatown communities, should result in minimal impacts on the Turnpike air-rights parcels.

In addition, the design of both of these new designated growth areas will be reconciled with the existing scale and character of the abutting neighborhoods, while incorporating an image oriented to the future. When completed, the land bridges at Chinatown Gateway and the Turnpike Air-Rights areas along the future South State Technology Center will reshape Boston's eastern front and present a new entry to the city.

The land bridge to be realized at the Hinge Block, a 2-acre site bounded by Washington, Boylston, Tremont, and Stuart Streets, will assure Chinatown's continued connection to the Midtown Cultural District already established by the China Trade Center and by Asian businesses in the adjacent Lower Washington Street area. Altogether there are over a dozen Asian owned and operated businesses on the Hinge Block. These include, among others an oriental herb shop, a fashion store, an eatery, an arts and crafts shop, a gift shop, a dentist office, a mini-super market, and a drug store. Seven of these Asian establishments are housed in the China Trade Center, a historic building (Category II) rehabilitated by the Chinese Economic Development Council through a joint venture with the Bay Group in 1986.

The importance of the Hinge Block in providing linkage to the downtown commercial district and in anchoring Chinatown's presence in the City is also well recognized in the *Chinatown 2000* study. After exploring alternative development approaches, the report recommends an incremental development strategy for a mixed use complex on the Hinge Block, accommodating cultural and neighborhood retail uses, open space, an Asian cultural center, offices, and housing that include affordable units for Chinatown residents.

To ensure that new development on the block will meet the needs of both communities, a special study area was established in the zoning provisions for the Midtown Cultural District. Currently, the BRA is working with the Chinatown-South Cove Neighborhood Council and the Midtown Cultural District Task Force to develop a master plan and permanent zoning amendments for the block intersecting the two neighborhoods. As envisioned, new facilities on the block will include a major public area, public space for the performing arts, visual arts facilities, affordable housing and commercial facilities for the Asian community, and other retail, restaurant, and community space serving the two mixed-use communities. In addition, the development program for the block should create opportunities for equity participation by minority business people and enterprises. To address traffic and parking concerns, the development program will also study the feasibility of reopening the closed Orange Line Station in the center of the block as well as building an underground parking facility.

The successful revitalization of the Hinge Block area as a land bridge connecting Chinatown and the Midtown Cultural District will not only provide growth opportunities for neighborhood housing, businesses, services, and cultural programming, but also improve residents' access to the nearby Public Garden and the Boston Common by further containing Combat Zone activities and improving area-wide traffic and parking conditions.

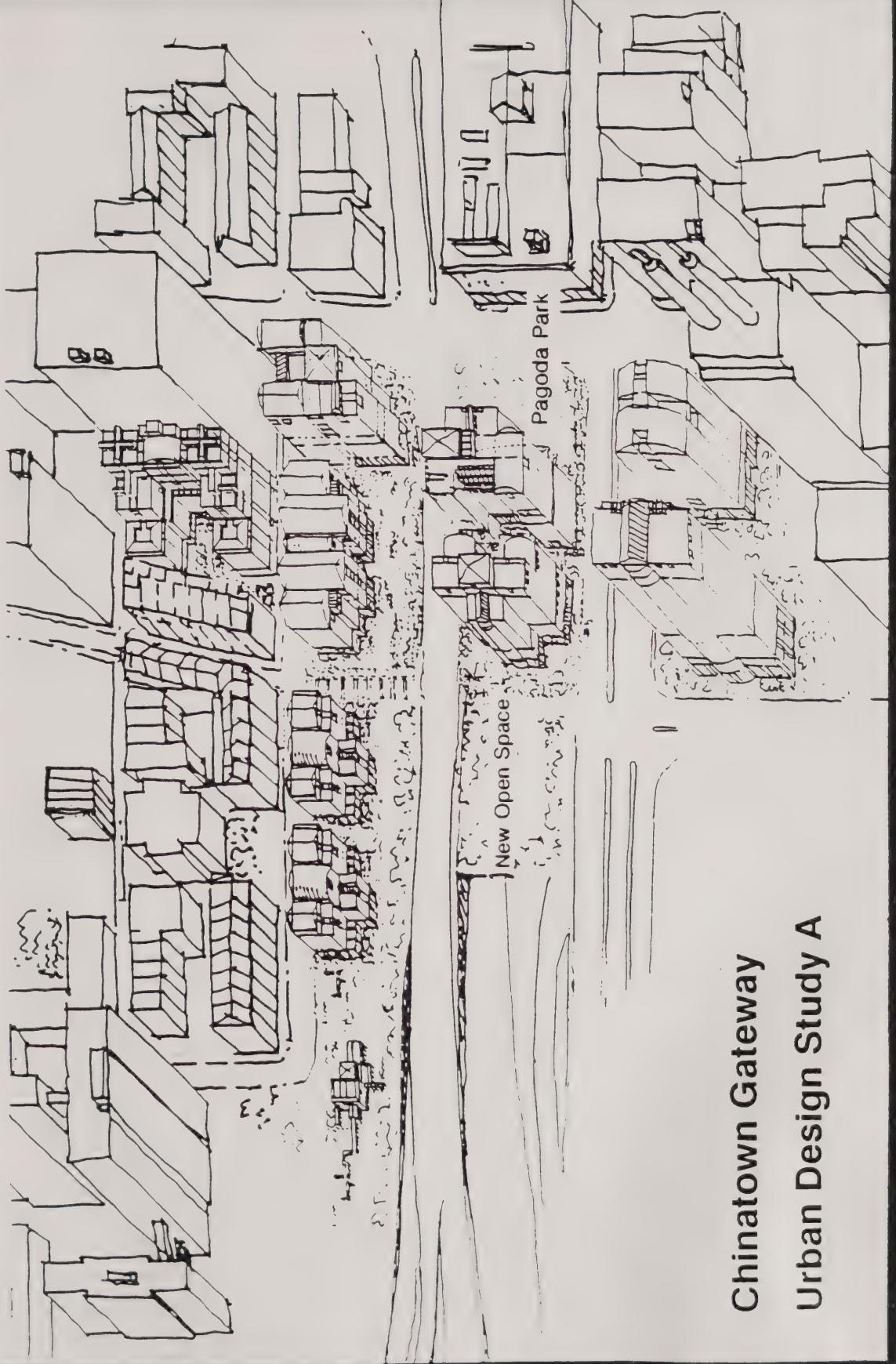
Turnpike Air-Rights Subdistrict covers 4 east-west blocks covering about 9.5 acres, flanked by Marginal Road and Herald Street and divided north-to-south by Harrison, Washington, and Shawmut between Tremont and Albany Streets. The northern Marginal Road edge abuts the Chinatown-Bay Village residential corridor. The southern Herald Street edge abuts the Castle Square housing, Druker's garage, and light manufacturing use (Teradyne, Herald) in the South End.

Chinatown Gateway Subdistrict covers 11 acres of potential development parcels in I-90/I-93 Interchange created with the reconstruction of Central Artery. The subdistrict directly abuts the residential core of Chinatown and the institutional campus to its west, Chinatown businesses and Leather District to its north, and the South Station Technopolis Center to its east.

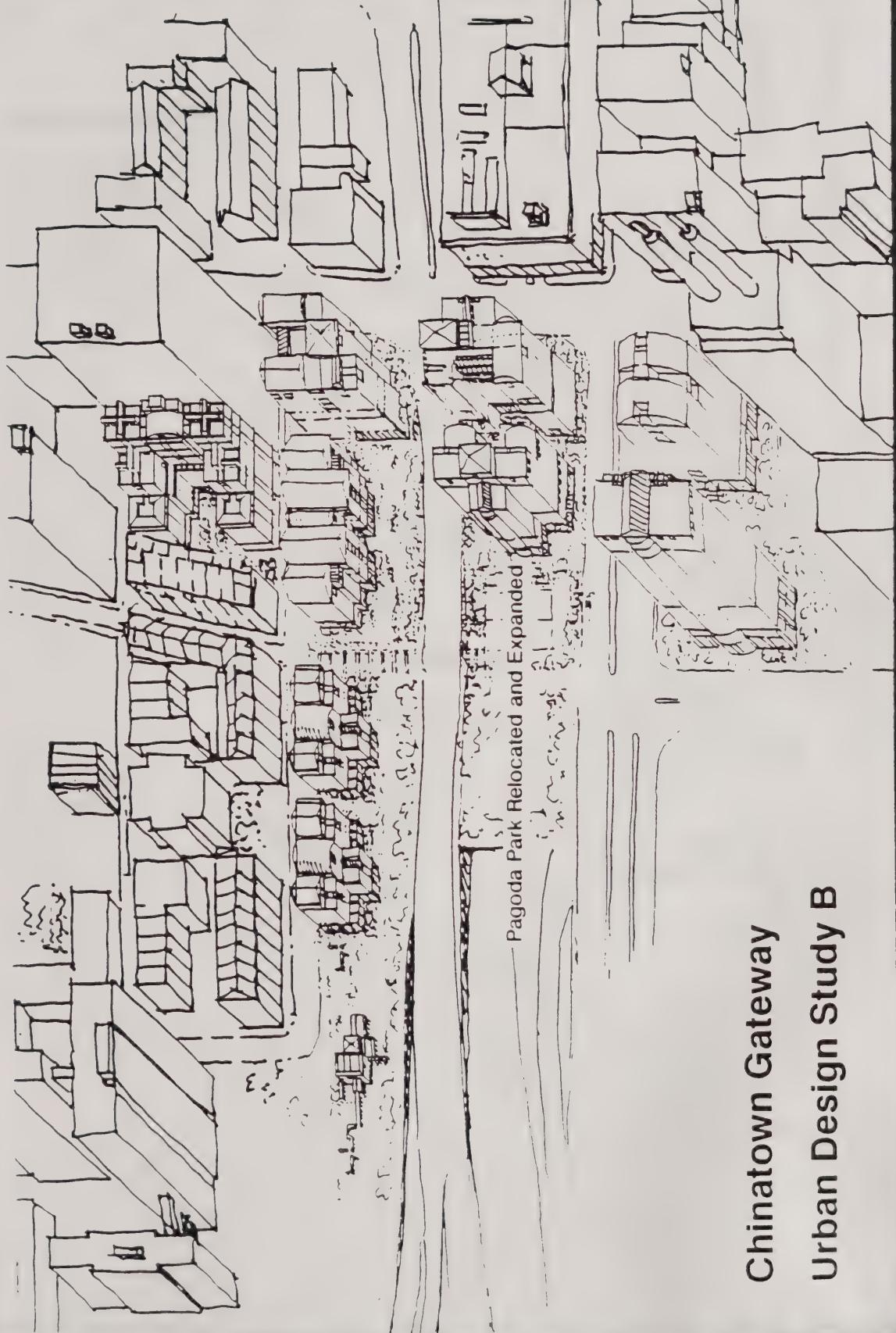
Hinge Block is a 2-acre site bounded by Boylston, Washington, and Stuart Streets is located at the connecting point of Chinatown, the Midtown area, and the Back Bay. Several historic structures and city designated landmark buildings including Jacob Wirth, Hayden, Young Mens Christian Union, and the Boylston Building (China Trade Center). The site is directly connected to Chinatown via the Beach-and-Le Grange continuum.





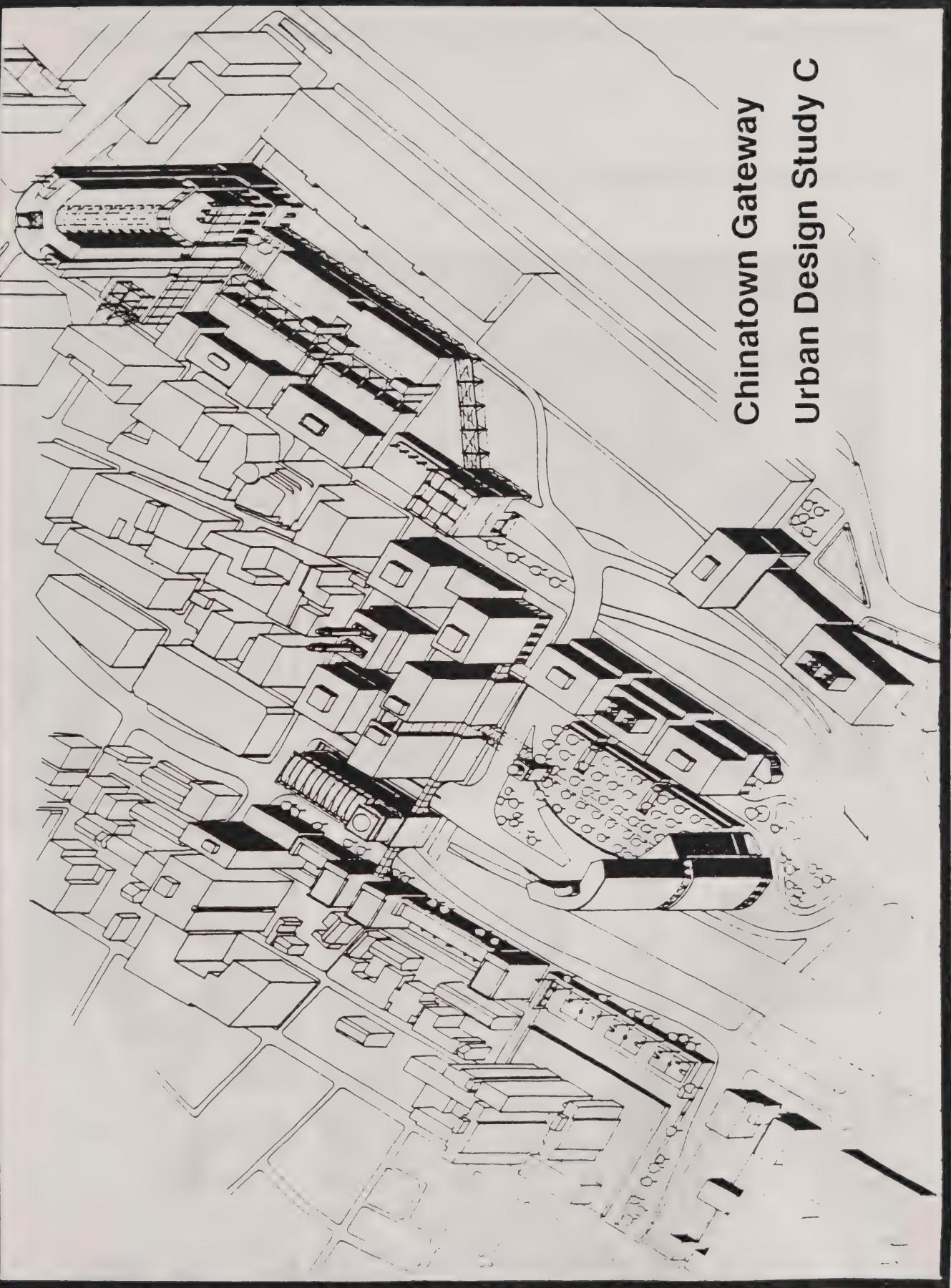


Chinatown Gateway
Urban Design Study A



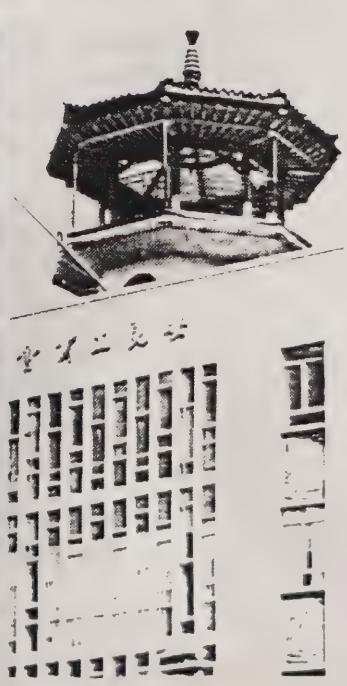
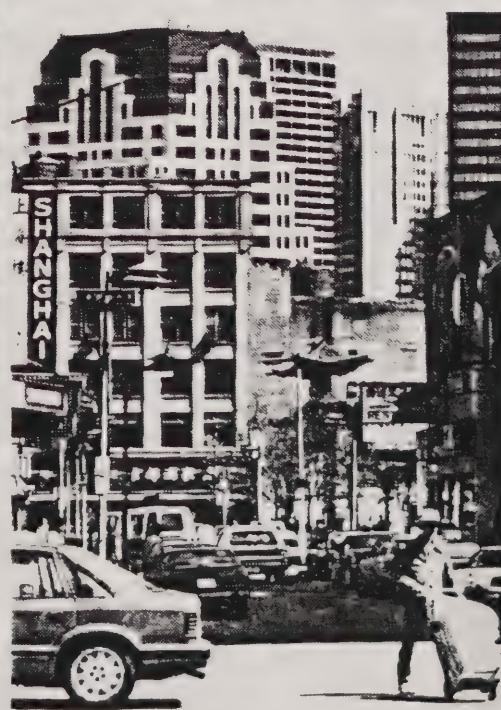
Chinatown Gateway
Urban Design Study B

Pagoda Park Relocated and Expanded



Chinatown Gateway
Urban Design Study C

VI ELEMENTS OF THE PLAN



VI. ELEMENTS OF THE PLAN

A.HOUSING



Goal:

Preserve and increase the supply of quality housing, especially affordable housing, while stabilizing the residential neighborhood through expanding home ownership and developing a mixed-income community with a broad-based leadership.

Objectives:

- 1. Stabilize and upgrade the existing housing stock in Chinatown and its immediate vicinities, especially the affordable housing units developed and/or maintained with public subsidies.**

Priority must be placed on preserving the affordability of housing units in Tai-tung Village, Mass Pike Tower, Castle Square, and other housing developments with a high concentration of Asian/Chinatown low- and moderate-income households.

Maximum efforts should be made to assure that any existing affordable housing units in Chinatown which are removed, are

replaced on a one-for-one basis. If tenant relocation takes place, all expenses should be provided for and disruption and inconvenience minimized. This effort may require community support of state and national legislation and local tenant advocacy organizations.

2. Increase the supply of quality housing for low- and moderate-income households in and around Chinatown.

Expand the economic and technical resources for housing development that is programmed and designed to meet community preferences and needs, including essential support services for new immigrants, elderly, and children.

Active community support should be developed for the implementation of the City's Chinatown Housing Improvement Program, which has as its goal to build 500 units of housing on public parcels in Chinatown within the next five to ten years. Affordable housing development should not only include a high percentage of units for large families and the elderly, but also integrate special support services oriented toward immigrant households in various stages of acculturation. The conversion of underutilized industrial and commercial space for single room occupancy housing, congregate housing for the elderly, and transitional housing for new immigrants and others who may require short-term housing should be encouraged.

In addition, mixed use development which includes housing, retail/commercial and community space should be increased. Simultaneously, it is important to encourage downtown development that will contribute to the creation of affordable housing in and around Chinatown and to promote mixed-income housing development in adjacent areas, such as the Midtown Cultural District and the South Station Economic Development area.

To address the shortage of housing sites in Chinatown, the city has designated a site on Waterford Street, near Castle Square in the South End, for 40 units of affordable housing to be developed by the Chinese Consolidated Benevolent Association (CCBA). The project will be partly financed with linkage contributions from the development of 125 Summer Street in downtown Boston. Already, 20 units of affordable housing have been completed by CCBA at Tremont Village, on a site at the edge of Bay Village and Chinatown previously owned by the BRA.

3. Expand resources for the development, ownership and maintenance of affordable housing in Chinatown.

Maximize all potential funding from local, state, federal, and private sources for community-based housing development.

Aside from targeting housing linkage contributions generated by the Midtown Cultural District and South Station Economic Development Area, other resources must be innovatively applied to further support affordable housing in Chinatown. State and Federal funding should be fully explored. Public and private partnerships that invest in the Chinatown community should be encouraged as creative ways to fulfill Community Reinvestment Act obligations. New incentives and mechanisms to encourage private investment should be explored.

Community-based financial institutions should be established to provide services that are culturally sensitive to the Asian clientele. Common traits such as a strong propensity for saving and a higher than average household expenditure on housing should be considered in developing appropriate underwriting criteria for lending to increase homeownership by low- and moderate-income families. In addition to revolving loan funds and community land banks, home equity savings programs and other homebuyer's assistance programs can be offered through community credit unions, neighborhood trusts, and other banking institutions oriented to community needs.

4. Reinforce a permanent residential base by expanding community capacity in housing development and property management and increasing alternative forms of home ownership.

Expand alternative forms of home ownership by low and moderate income families and individuals while allowing for the controlled development of a mixed-income community.

It is critical to develop non-profit community organizations' and community development corporations' capacity to finance, design, construct, and manage housing, either independently or as joint partners with other community organizations and/or private developers. Community participation in the development and review of projects proposed for public sites in and around Chinatown should be institutionalized. A tenant education program should be created, focusing on alternative forms of homeownership such as limited equity cooperatives; legal mechanisms ensuring long-term affordability such as deed, covenant, and resale restrictions; and tenant participation in housing management. To help maintain the quality of housing, a special tenant orientation program should be designed which focuses on basic tenants' rights and codes of conduct related to security, sanitation, and public amenities.

For the development of new housing, affirmative marketing efforts should be targeted to the Asian community at large. Innovative funding and technical support for new CDCs and first time low-income home buyers, such as pre-development funds, reduced downpayments, and mortgage with favorable terms, should be explored. A broad-based neighborhood leadership should be nurtured through the controlled development of mixed-income housing in and around Chinatown.

Chinatown Housing Improvement Program

To address the immediate housing shortage in Chinatown, the BRA, working with the Chinatown community, is developing the Chinatown Housing Improvement Program (CHIP). This program will reserve all remaining BRA-owned land in the neighborhood, totalling about 8.7 acres, for housing and related support facilities that meet the needs of immigrant households. The program aims to build a total of 650 units of housing targeted to Chinatown residents, including 500 units in Chinatown and 150 units in the adjacent Midtown Cultural District.

The housing sites for CHIP include five BRA-owned parcels of land in, or immediately abutting, Chinatown. These are known as Parcels A and B (a.k.a. R-3 and R-3a), located on a site bounded by Oak, Washington, and Marginal Streets; Parcel C (a.k.a. P-3) on a site bounded by Oak, Nassau, and Washington Streets; Parcel R-1 on a site at Tyler and Hudson Streets and/or the adjacent Posner Lot and Posner Hall (depending on final resolution of development issues); and the Don Bosco parking lot site (Parcel P-12). Another 150 units are being studied for the Hinge Block bounded by Washington, Stuart, Tremont, and Boylston Streets.

To ensure that at least half of the 650 housing units produced under the program will be affordable to Chinatown residents, housing linkage funds generated by commercial development in the Midtown Cultural District and the South Station Economic Development Area will be applied.

The CHIP program also seeks to advance other primary housing goals and objectives established in the Chinatown Community Plan. These include the creation of usable open space, recreation facilities, support services which meet the needs of large families and the elderly. CHIP aims to promote neighborhood stabilization by encouraging alternative forms of home ownership and expanding community participation in the development, design, management, and maintenance of Chinatown's housing facilities.

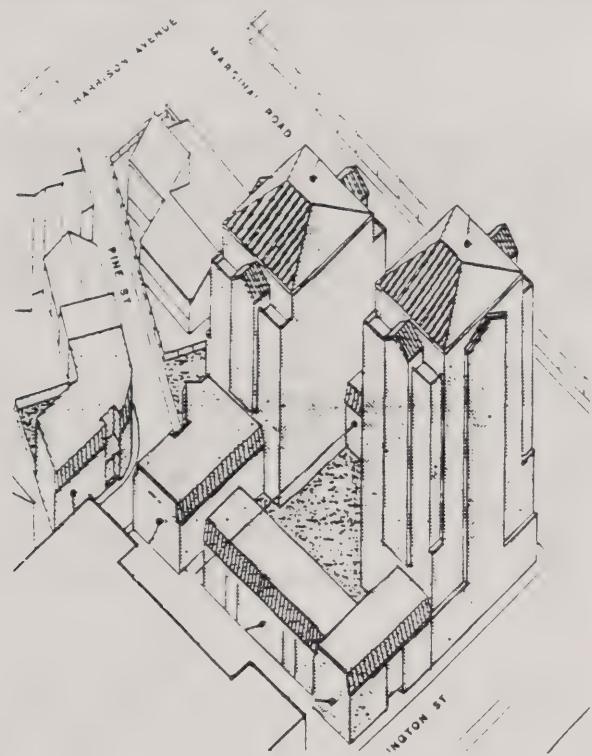
In 1989, the Hancock Insurance Company pledged \$35 million towards the purchase of future linkage payment streams generated by downtown projects, in order to maximize the timely utilization of these resources for housing development today. Banks and other financial institutions are also encouraged by the city to make similar purchases.

In Massachusetts, as a result of constructive negotiations between the banking industry and a network of advocacy groups, new lending initiatives have recently been approved to address a historic imbalance in lending to minority communities. A fair share of these resources for affordable housing construction, purchase, and for economic development should be devoted to Chinatown. In addition, the city will promote the participation of private lenders in all aspects of the CHIP program.

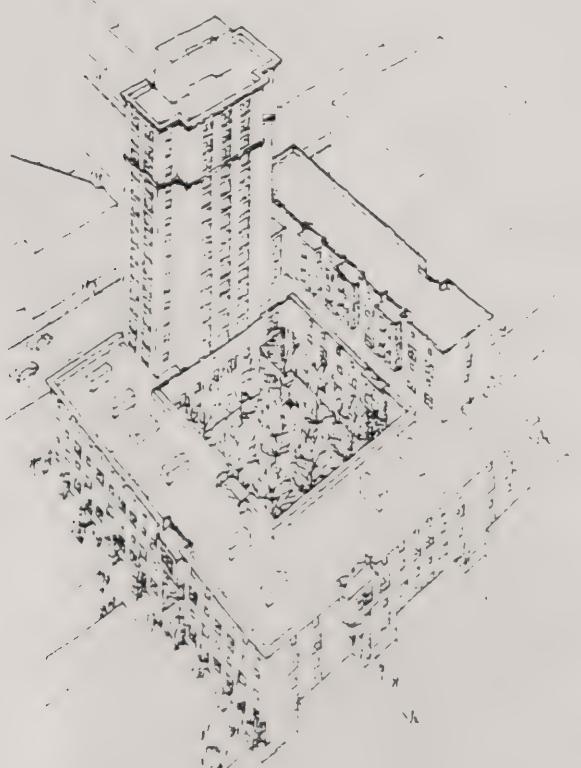
Currently, a financing plan and development program is being finalized for the construction of 260 units of housing on Parcels A and B and a 90,000 square foot community support service facility to be located on the adjacent Parcel C. Two community-based development corporations have been tentatively designated as developers. The goal is to have Parcels A, B, and C ready for development toward the end of 1990. The completion of housing development on Parcels A and B will increase Chinatown's housing stock by nearly 20 percent, resulting in the first major infusion of housing in the neighborhood since the mid 1970s.

The development on Parcel A, B, and C represents Phase I of CHIP. Another 250 units of housing will be developed on the remaining CHIP sites as Phase II of the program. In addition, further housing development on the Turnpike Air-Rights parcels and in the Chinatown Gateway area will constitute Phase III of CHIP.

PARCEL A HOUSING PROPOSAL
By R - 3A Associates Limited Partnership



PARCEL B HOUSING PROPOSAL
by Asian Community Development Corporation



HINATOWN HOUSING IMPROVEMENT PROGRAM (CHIP)



B.COMMUNITY SERVICES



Goal:

Enable community members and residents to be self-sufficient, and support the continued development of the immigrant community with quality service programs and facilities.

Objectives:

- 1.Facilitate community awareness of and access to existing services and programs.**

Facilitate public education and information on workers' rights and other legal and civic rights and obligations, and on public benefits programs, such as SSI and welfare.

Although a great demand already exists for community services, outreach efforts to provide information about programs provided by community, City, and State agencies are necessary to ensure that all community members in need are fully aware of the resources available to them. Furthermore, information on individual civil and workers rights needs to be systematically distributed. In addition, information and education on civic rights and obligations regarding public health, sanitation, and safety should be offered as an integral component of any orientation program geared toward new immigrants. Regarding access to employment opportunities, a job bank can be formed to identify and coordinate information and establish a referral system between employers, potential employees, public and community agencies.

The existing information network should be reinforced, possibly through the creation of a visible and centrally located community information center. Appropriately designated community bulletin boards and kiosks should also be utilized. To increase the effectiveness of education and outreach programs, multi-media forms of presentation should be explored to supplement the print media. Bi- or Multi-lingual information should be required for all public and community programs. Verbal and written translation services should be made available by systematizing a referral network.

2. Enhance and expand community services and facilities for information, advocacy, counseling, education, referral and other supports that are essential to the continued development of the immigrant community.

Initiate and encourage interagency cooperation to address community needs and plan for the most effective utilization of existing resources, while also working to create new programs.

Support existing efforts, such as the Executive Director Council, to establish long range planning objectives and prioritize needs for new programs. This advisory group can identify outstanding organizational needs, potential areas for collaboration, and ways to share and expand resources and increase program effectiveness. Innovative methods of service provision, which can meet the needs of working families in the Asian community, e.g. home-based day care and elderly care, should be explored. New job training programs should be tailored to meet labor market trends and populations in need.

These efforts should be targeted towards programs and services addressing the following areas:

- general and specialized immigrant orientation;
- legal rights and civic duties and conduct;
- language barriers;
- skill training;
- child care;
- youth and recreation needs;
- elderly services;
- health care;
- health insurance;
- cultural and recreation activities; and
- volunteer development.

Collaborative programming and joint endeavors by agencies and service providers should be encouraged to eliminate unnecessary competition for funding and increase program effectiveness. Public awareness of the service needs of the Asian community should be heightened to generate funding and resources in support of program development.

3. Enhance and Increase the financial, physical and human resources of community service agencies.

Allocate community space in newly constructed or rehabilitated buildings in the Chinatown-South Cove area, increase financial resources from the public and private sectors, and enhance the organizational capacity of service providers by building and maintaining qualified bilingual staff.

The development of affordable space for community organizations on public sites in and around Chinatown can be encouraged through the City's requirements that developers comply with programming criteria and provide public benefits to receive zoning and development approval. Service agencies should be encouraged to share resources and facilities through cooperation in planning and programming. Agencies facing immediate displacement should be encouraged to share resources and facilities. Community organizations, e.g. South Cove YMCA and the Chinatown Girl's and Boy's Club, should be given priority to receive affordable community space.

To increase accountability, it is important to formalize community relationships with public agencies such as the Mayor's Office of Jobs and Community Services, the Neighborhood Job Trust, Division of Employment Securities, Department of Public Welfare, and the Mayor's Office of Neighborhood Services. The city's child care regulations should be enforced where applicable to commercial development, to allow day care space to be maximized for use by Chinatown residents. Wages and benefits should be increased for Chinatown employees. Training in management should be encouraged for continued development of staff skills. Where possible, the budgets of service providers should be increased to expand staff capacity and allow community-based organizations to compete for qualified workers in the labor market.

Chinatown Community Service Facility

To address the shortage of quality facilities and the unmet demand for a wide range of health care and human and educational services tailored to Asian immigrants, the BRA, working with the community, is currently planning for the development of a first-class community service facility in Chinatown. This facility, occupying approximately 90,000 square feet, will be constructed on Parcel C which is centrally located in the residential core of Chinatown and bounded by Oak, Ash and Nassau Streets. The site was made available by the neighboring institutions as a result of the new community-oriented planning framework adopted by the City following the dispute over the institutional garage proposal in 1987.

In addition to addressing this demand, the programming space in the new facility will also support immigrant residents of the 260-unit multi-family development on Parcels A and B. The new facility on Parcel C will enable the South Cove YMCA and the Chinatown Boy's and Girl's Clubs to relocate from dilapidated facilities, while making their current sites available for housing and other more appropriate development. The new service center will provide a permanent home, quality facility, and expansion opportunity for several major human service providers already located in the neighborhood. In addition, the planned development of the community service facility constitutes a unique opportunity to address other primary objectives and goals established in the Chinatown Community Plan, namely optimizing limited resources through interagency collaboration and building community capacity in planning, design, and development.

To establish the planning and development framework for the proposed multi-service facility, a needs assessment and a feasibility

study were completed by a consultant team retained by the BRA to work with the neighborhood council. As part of the studies, a Request for Participation (RFP) was issued to identify service providers that might be interested in participating in the development and occupancy of the proposed facility. Seven agencies responded to the RFP, specifying the use and amount of space sought to accommodate projected growth in the new facility.

These seven primary participating agencies - ie, agencies receiving priority consideration for the planning and development of the proposed facility - are the Chinese American Civic Association, Asian American Resource Workshop, Chinatown Boy's and Girl's Club, Chinese Progressive Association, Quincy School Community Council, South Cove Community Health Center, and South Cove YMCA. Specifically, the type of programming space identified by these agencies includes child care, after school care, counseling office, classrooms, medical services, fitness and exercise rooms, multiple use conference rooms, library and resource center, arts and crafts workshop, game rooms, and a gymnasium. Also proposed is programming space for temporary and short-term occupancy by new organizations, a multi-media information center, and other community function space.

As part of the planning process, a conceptual design competition, i.e., a competition of ideas, was also sponsored by the BRA to foster public understanding and discourse on a number of complex civic design and programming issues unique to this multi-function and multi-agency service facility. These included site planning, community access, space sharing, program coordination, individual agency identity, and a common cultural heritage. Following a day-long public presentation by seven semifinalists, four finalists, including three winning awards and one receiving a special merit award, were selected by a jury comprised of community representatives, design professionals, and a BRA staff.

In addition, a development consultant has been retained by the seven primary participating agencies with a planning grant from the BRA to assist in completing the evaluation of the proposed project size, facility programming, and development options. Simultaneously, alternative financing and programming plans are being explored by the BRA staff, in an effort to arrive at a final development project that is economically and functionally viable. It is anticipated that the community service facility on Parcel C will be developed in conjunction with the affordable housing to be constructed on Parcels A and B.

Above all, the successful completion of this community service facility for the Chinatown neighborhood will be a testimony to a joint effort by the City, the community, and neighborhood agencies working together. The centrally located facility will provide a permanent anchor for community services in Chinatown. Erected on a site made available as a result of the historic reorientation of the planning framework for Chinatown, this new service center will mark a milestone in the continued development of the Chinatown community.



C.BUSINESS AND ECONOMIC DEVELOPMENT



Goal:

Strengthen and revitalize the existing economic base of local businesses and commercial activity, while diversifying business and employment and enhancing the development of the Asian/Chinatown labor force.

Objectives:

1. Revitalize the business and commercial core of Chinatown.

Improve the public image of the Chinatown business core by upgrading its sanitary condition and enhancing its pedestrian environment, public safety, and streetscape.

To improve the public image of Chinatown, the garbage and stench problems which plague the streets in the neighborhood must be addressed as a priority. Any effective solutions will require extensive coordination and the support of the city, the business community, and the public who visit, shop, patronize, or reside in the mixed-use neighborhood. A public education program on littering and trash disposal procedures will be an important component in a systematic effort to improve street sanitation. Local businesses should be encouraged to clean up and maintain their immediate area. In addition, a general maintenance fund could be created with contributions from business proprietors. An effective garbage disposal and retrieval system must be devised to address the special problems created by the many food-related businesses, and the co-existence of commercial establishments and housing in close proximity. Also important will be code enforcement and the efficient delivery of city services such as street and sewage maintenance and neighborhood clean ups. Chinatown businesses and residents must actively participate in the city's rodent control programs, designed to improve existing housing sanitary conditions while mitigating any additional problems resulting from the depression of the Central Artery.

In addition, public safety and traffic and parking conditions in Chinatown must be improved. The spill-over of Combat Zone activities, such as prostitution and the sale of drugs, must be repelled from the business and residential area of Chinatown, in addition to reducing thefts and robbery. To address these problems will again require extensive coordination and support of various city agencies and the community. To control illegal prostitution, policing efforts such as foot patrols and targeted sweeps can be enhanced by vehicular networks that discourage circulating traffic. Storefront redesign and street lights can help eliminate dark and dead corners that invite undesirable congregation. Public efforts such as policing, licensing, and code enforcement can also be further supported with citizens' initiatives such as Neighborhood Crime Watchers.

To further preserve Chinatown as a unique cultural and shopping experience in the city, the historic streetscape in the commercial core of the neighborhood has to be reinforced. The design of storefronts, signs, and displays should continue to emphasize the ethnic flavor of the neighborhood while maintaining the spontaneity and variety typical of the many neighborhood businesses.

2. Enhance Chinatown's position in Boston's tourism and cultural industry.

Reinforce the marketing effort of business proprietors in the historic commercial core and participate actively in the renewal of the abutting Midtown Cultural District.

The State, City, and Boston Chamber of Commerce can promote Chinatown businesses and commercial and cultural activities in marketing strategies and materials. These should be supplemented with other promotional mechanisms such as distributing a brochure on Chinatown businesses and arts and cultural facilities, and retaining a marketing consultant on strategies for enhancing Chinatown's image. The formation of a Chinatown chamber of commerce advocating for the interests of Chinatown business enterprises is a must.

Chinatown should actively participate in the renewal of the abutting Midtown Cultural District as a mixed-use neighborhood. In addition to capitalizing on business opportunities, the Chinatown community should also take part in the marketing, programing and management of the proposed cultural facilities and public realms, such as outdoor performing space, street festivals, and pubic art work, in the Midtown area, to encourage reciprocal connections between the two neighborhoods. The development of a multi-use cultural facility highlighting Asian performing and visual arts along with other related educational programing and commercial activities such as a neighborhood history museum and a visual resource center could help provide a focal point in promoting Chinatown as a center of cultural activities.

3. Facilitate the expansion of Chinatown businesses into neighboring areas and onto development sites available in the central core of Chinatown.

Create affordable retail, commercial, community and human service space in buildings constructed in and near the Chinatown-South Cove area.

Resources must be applied and creative means adopted to support neighborhood business development. These could include establishing a revolving loan fund for beginning enterprises, setting up business incubators, encouraging light manufacturing ventures, implementing development guidelines for creating affordable space for neighborhood business and ventures, and enabling the acquisition

of commercial properties by community-based development entities. The expansion of neighborhood businesses into the neighborhood Midtown Cultural District and the Leather District should continue. New opportunities should also be provided for neighborhood businesses and services in the nearby South Station area.

4. Diversify Chinatown's economic base.

Support business growth and professional development beyond traditional areas of choices and provide access to growth areas, especially those emerging with the new development in and around Chinatown.

Full access to public and private resources available for neighborhood-based economic revitalization and development should be ensured. Innovative solutions have to be developed to address the wide-ranging needs. These range from vocational English classes, mid-career retraining, and subsidized on-the-job training, to the initiation of retail ventures oriented towards high income consumers, access to venture capital, business expansion plans and management, and marketing assistance. In addition, a Chinatown market study must be developed to guide future development of neighborhood businesses.

The Chinatown community needs to work with other communities with similar labor characteristics to protect and revitalize manufacturing jobs, while preparing its work force for jobs in emerging employment growth areas. Workers' participation needs to be encouraged. This could be done by forming a workers cooperative to provide janitorial services, the fastest growing occupation in the city. In the event of plant closures or factory shut-downs, workers buy-outs and conversions to worker's cooperatives should be thoroughly explored, with the support of the Industrial Cooperative Association.

5. Strengthen and improve worker conditions and status, while at the same time increasing productivity, performance, and benefits to preserve and improve Chinatown's work force.

Reduce institutionalized barriers to quality employment and improve wages, health insurance, work environment, employer/ employee relations, day care, employment training and the provision of information on employment opportunities.

Job training programs need to be implemented which are culturally sensitive and which target jobs with opportunities for continued career development, including professional and managerial jobs. The

creation of a job bank to systematize the collection and publication of employment opportunities, or the distribution of a monthly job bulletin would be greatly helpful to the community. Community outreach can be further enhanced through the press, newsletters, and well-placed community bulletin boards. The Chinatown community can also participate in city-wide coalitions to enforce and monitor public affirmative action guidelines. Institutionalized employment barriers including racism and occupational segmentation should be effectively dealt with through community advocacy as well as public action.

Kingston-Bedford/Essex Street and Parcel 18 Parcel-to-Parcel Project

In 1986, the City launched its Parcel-to-Parcel Linkage Program with the development of the Kingston-Bedford/Essex street site abutting Chinatown and the Parcel 18 site in Roxbury. The Parcel-to-Parcel Program sets a national model for expanding and promoting economic access and fairness for minority communities in a market economy. To stimulate neighborhood economic development and redistribute wealth to the communities, the development on a public site located in downtown Boston is linked to the development of another public site located in a neighborhood. By adopting special developer selection criteria and programming requirements, economic resources and opportunities are created for the Chinatown and the Roxbury communities with the City's first Parcel-to-Parcel project. All benefits will be equally shared by the two communities.

Through a rigorous community process, Metropolitan/Columbia Plaza Venture was designated as the developer. The Columbia Plaza Associates (CPA), a minority development team formed by Asian, Black, and Hispanic entrepreneurs, institutions, and community organizations, holds a 50 percent interest in the joint venture, exceeding the 30 percent minimum criteria established at the outset of the program for equity participation by minority communities. In addition, a \$900,000 job linkage contribution will be produced; a state-of-the-art child care facility for 100 children will be created for each community; a minimum of 30 percent of all development-related consultant contracts estimated at \$18.5 million are targeted to certified minority and women-owned businesses; and, a \$400,000 challenge grant to be matched by public and/or private parties on a two-to-one basis is provided for the training of minority members in real estate development. Also committed are best efforts to achieve employment goals for residents, minorities, and women, starting with an estimated 2,000 construction jobs and 4,000 permanent jobs created by the One

Lincoln Street project to be built on the Kingston-Bedford/Essex Street site. To further support community development, a community development fund will be created with contributions from developer's fee, operating income, and net proceeds of refinancing or sale. More than \$18 million could be generated over 15 years, providing alternative financing for various community ventures.

In order to ensure that these opportunities are fully utilized and tailored to the needs of the two communities, an advisory committee was formed with representatives from the CNC, Parcel 18 Task Force, and city and state agencies to focus on detailed planning for minority business enterprise, job training, and child care. Meanwhile, to support significant community participation in this highly sophisticated economic development initiative, a \$100,000 planning grant was contributed by the Metropolitan/Columbia Plaza Venture over a two-year period, matching a similar grant by the BRA.

In essence, the Kingston-Bedford/Essex street (a.k.a. One Lincoln Street) and Parcel 18 (a.k.a. Ruggles Center) Parcel to Parcel Project marks the beginning of a public initiative to help address the persistent poverty, employment barriers, and limited participation in the construction and development trades, experienced by the Chinatown community. Similar opportunities and resources will be realized through the development of the South Station Technopolis Center and the Midtown Cultural District, mainly through the proposed Commonwealth Center and Boston Crossing projects.

Commercial Area Revitalization District Program (CARD)

The commercial area of Chinatown north of Kneeland Street is contained in the Theater District/Chinatown Commercial Area Revitalization District (CARD) Plan, which was approved by the City in 1980. The CARD program was initially enacted by the State to provide economic incentives for industrial enterprise by making available below-market rate Industrial Revenue Bond financing. It was later expanded to cover commercial and mixed-use projects.

The CARD program in Boston is administered through the BRA and the City's Neighborhood Development and Employment Agency (NDEA). Depending on the location of a proposed CARD plan or project, BRA or NDEA prepares the CARD plans and conducts initial reviews and approval of CARD projects located within plan boundaries. The program is particularly suitable to small-to-moderate scale projects, especially rehabilitation of existing buildings. The

ONE LINCOLN STREET PROJECT
(South - East Corner at Lincoln Street)
by Metropolitan / Columbia Plaza Venture



maximum bond amount required is \$10,000,000. To qualify for CARD consideration, mixed-use projects are limited to renovation of an existing building, and must include a commercial component. In addition, 15-20 percent of the rental units must be for low or moderate income households. Condominiums are not allowed. The CARD program can be utilized in rehabilitating many structures of modest scale in the commercial area of Chinatown for housing and commercial mixed-uses, and commercial development.

Entrepreneurship Development Strategy

The traditional entrepreneurial spirit and the existing business support network in Chinatown should be further developed to enable the community to seize economic and business opportunities that are emerging in and around the neighborhood. With the planned renewal of the nearby Midtown Cultural District and the continued growth of the Asian community, the demand on traditional Chinatown businesses and services is expected to increase. The planned renewal of the South Station area as a technology center, the construction of transportation infrastructure, and the continued development of clinical programs and medical research facilities, will also present additional opportunities that have not yet been actively explored by the Chinatown community for enterprise and employment in the fields of medical technology and construction.

As part of the master plan effort, a preliminary entrepreneurship development strategy was completed by a CNC consultant retained with funds provided by the City. To take full advantage of these emerging opportunities, assistance must be designed not only for beginning entrepreneurs, but also for businessmen interested in expanding and upgrading their existing businesses or branching out into new ventures. The special needs of youth and new immigrants aspiring to be businessmen and entrepreneurs have to be addressed.

A wide scope of technical and financial supports will be necessary, ranging from financing, financial packaging, identifying low-cost space, and management assistance. Business setups that are conducive to new ventures and encouraging to new entrepreneurs need to be explored, including incubator space for retail or office, pushcarts, and other forms of low-capital ventures. Entrepreneurial development programs that offer intensive training opportunities for new or aspiring entrepreneurs should be considered. In-house entrepreneurship training programs offered by established franchises can provide a critical entry point. In addition, a centralized resource and assistance center should be considered to help launch a



concentrated and organized effort in promoting the development of neighborhood entrepreneurship.

Chinatown Beautification Agreement (Appendix B)

- Mayor's Office of Neighborhood Services
- Chinatown-South Cove Neighborhood Council
- Chinese Consolidated Benevolent Association of the New England Region
- Chinese Economic Development Council
- Chinatown Beautification Committee

To ensure a continuing cooperative and comprehensive effort to improve Chinatown's street environment and sanitation, the City entered into an agreement with the Chinatown community in September of 1988. The agreement outlined the respective responsibilities of participating city agencies and community organizations regarding the storage and disposal of commercial and residential trash; rodent control; sidewalk and street repair and maintenance; landscaping; building safety and sanitation; and parking.

This comprehensive effort entails public outreach and an educational campaign on littering and trash disposal; enforcement of regulations and ordinances; issuance of health permits contingent upon approved disposal plans; a coordinated effort for residential and commercial trash pick-up; provision of additional trash receptacles and rodent-proof trash barrels; regular street and drainage maintenance; development of incentive and award programs; and fund raising to support the various measures.

D.LAND USE



Goal:

Preserve and expand Chinatown's land base for the continued development of housing, businesses, services, recreation, and cultural activities.

Objectives:

- 1. Respect and reinforce Chinatown as an integral residential neighborhood and business and service center with a distinct historic and cultural identity.**

Establish Chinatown as an integral neighborhood planning unit, and enhance the historic land use character unique to the different subareas of Chinatown.

The Chinatown neighborhood should be recognized as an integral neighborhood located in the center of Boston, as is the case the North End, Beacon Hill, and Back Bay. Planning boundaries and a correspondent planning database should be institutionalized for future land use planning. Land use guidelines should be established for each of the subareas in the neighborhood to help reinforce its existing

community participation in future development should be enhanced through joint development, community-based development corporations, and equity participation.

4. Protect Chinatown residents, local businesses, and community services from displacement as a result of downtown encroachment and real estate speculation.

Broaden and institutionalize community participation in downtown planning, design, and project review.

The Chinatown-South Cove Neighborhood Council or another neighborhood-based entity, with a similarly broad-based representation, should be institutionalized with secure funding and staff to manage and oversee future community development and monitor land use.

In addition to adopting appropriate zoning regulations to help discourage the potential displacement of small business and low income residents resulting from real estate speculation, alternative mechanisms should be explored to empower the community to control land resources. Such mechanisms may include a community-based development corporation, land banking, housing trusts, and joint ventureship between a community-based development corporation and other private and public entities.

Land Use Guidelines for Chinatown Subdistricts

Land use planning for Chinatown, and related zoning regulations, will be based on the existing character of the neighborhood as well as on its future growth potential. Six subdistricts are identified in the Chinatown neighborhood. Four of the subdistricts cover the existing Chinatown proper: Historic Chinatown Subdistrict; Commercial Chinatown Subdistrict (including the Liberty Tree and Beach-Knapp Street Protection Areas); Residential Chinatown Subdistrict; and Institutional Subdistrict. Two of the subdistricts are newly added future growth areas, including the Massachusetts Turnpike Air-rights Subdistrict and the Chinatown Gateway Subdistrict.

1. Historic Chinatown Subdistrict. The Historic Chinatown Subdistrict will be reinforced as a unique regional commercial center and a neighborhood common.

character, while allowing room for appropriate growth. Affordable housing units, jobs, and parking space temporarily or permanently lost to the community due to downtown or institutional development should be replaced.

2. Control, regulate, and mitigate Institutional growth in the neighborhood and prevent further expansion at the expense of neighborhood housing, businesses, services, and open space.

Future institutional development in Chinatown proper will be primarily to clinical, educational, research, and other uses that require the close proximity to the existing medical institutional core in the neighborhood. All future institutional development in Chinatown including new construction, acquisition/rehabilitation and land purchase will be subject to institutional master plan and development review requirements established in the zoning provision. Future institutional master plans will not be approved by the City unless they conform to the Chinatown Community Plan. Evaluation of "highest and best" land use scenarios will be viewed from the perspective of community needs. Any future institutional development must not result in displacement but should, in fact, create community housing, employment, businesses opportunities, and open space.

3. Expand the existing Chinatown land base to provide for future growth and development.

Ensure community access to and control of the Chinatown Gateway area and the Massachusetts Turnpike Air-Rights area, two new subdistricts added to the existing Chinatown proper.

Community control of development rights and programming for the Gateway site and the Turnpike Air-Rights site should be established through formal agreement between the community, the city, and the state. In addition, new zoning regulations provide potential opportunities and resources for housing, open space, neighborhood business, employment, and other economic development. Active community participation in future development should be enhanced through joint development, community-based development corporations, and equity participation.

4. Protect Chinatown residents, local businesses, and community services from displacement as a result of downtown encroachment and real estate speculation.

Broaden and institutionalize community participation in downtown planning, design, and project review.



The Chinatown-South Cove Neighborhood Council or another neighborhood-based entity, with a similarly broad-based representation, should be institutionalized with secure funding and staff to manage and oversee future community development and monitor land use.

In addition to adopting appropriate zoning regulations to help discourage the potential displacement of small business and low income residents resulting from real estate speculation, alternative mechanisms should be explored to empower the community to control land resources. Such mechanisms may include a community-based development corporation, land banking, housing trusts, and joint ventureship between a community-based development corporation and other private and public entities.

Land Use Guidelines for Chinatown Subdistricts

Land use planning for Chinatown, and related zoning regulations, will be based on the existing character of the neighborhood as well as on its future growth potential. Six subdistricts are identified in the Chinatown neighborhood. Four of the subdistricts cover the existing Chinatown proper: Historic Chinatown Subdistrict; Commercial Chinatown Subdistrict (including the Liberty Tree and Beach-Knapp Street Protection Areas); Residential Chinatown Subdistrict; and Institutional Subdistrict. Two of the subdistricts are newly added future growth areas, including the Massachusetts Turnpike Air-rights Subdistrict and the Chinatown Gateway Subdistrict.

1. Historic Chinatown Subdistrict. The Historic Chinatown Subdistrict will be reinforced as a unique regional commercial center and a neighborhood common.

A unique street ambience will come alive with the many neighborhood businesses that cater to residents, the Asian community, and Chinatown tourists. This regional commercial enclave will be further distinguished by buildings and designs that creatively reflect the cultural heritage of the Asian community and the rich history of the immigrant neighborhood. Special land use considerations are:

- To reinforce a lively commercial street environment by encouraging continuous retail shops and other uses that attract pedestrians on the ground floor.
- To reinforce a unique streetscape by preserving the rich variety of business, activities, and storefronts on the street level.

- To enable businesses to expand vertically on the second floor and above, while maintaining the richness and liveliness that distinguish the Chinatown business center.
- To encourage a wide variety of small businesses, tradeshops, and personal/professional services that are the backbone of the Chinatown businesses.
- To provide opportunities for mixed-use development with housing on the upper floors.

2. Commercial Chinatown Subdistrict (Including Beach-Knapp Street and Liberty Tree Protection Areas). The Commercial Chinatown Subdistrict will connect Chinatown with the Midtown Cultural District through cultural uses, retail outlets, and services.

Asian businesses and services will continue to expand into the Hinge Block and the lower Washington Street and Essex Street corridors. These businesses will benefit from the growing cultural/arts patronage, tourists, workers, and residents in the revitalized Midtown Cultural District. The Boston Common and the Public Garden will be made more accessible and safer to Chinatown residents and workers. Special land use considerations are:

- To reinforce the unique character of the distinguished historic setting around the Liberty Tree District and the Beach/Knapp Street District.
- To encourage active ground floor uses made up of small to medium sized cultural establishments, community services, and a mixture of visitor-and community-oriented businesses.
- To discourage competitive corporate offices and financial institutions.
- To encourage mixed-use development with housing on the upper floors.

3. Residential Chinatown Subdistrict. The Residential Chinatown Subdistrict will continue to be the primary residential hub for mixed-income families, especially for new immigrants.

Residential quality will be improved with more green space, less traffic, and safer streets. Neighborhood stores, day care, after school programs, health care and other community services will be close to home and easy to get to. Existing housing will be reinforced by at least 500 new units created under the Chinatown Housing Improvement Program. Special land use considerations are:

- To encourage the creation of affordable housing and quality open space by increasing building height allowed under zoning for development providing such public benefits.
- To protect major neighborhood streets, open space, and activity nodes from excessive shadows and traffic impacts.
- To maintain the connection of large scale, high-rise housing with modestly scaled town houses in a amenable residential setting.
- To provide for the continuing presence of small businesses, services, and small/home offices that serve residential interests.

4. Institutional Subdistrict. The Institutional Subdistrict will confine the growth of a leading medical locus in the neighborhood, while contributing to the quality of life of the Chinatown residents.

Future institutional development in Chinatown will be allowed only within the boundaries of the Institutional Subdistrict. It will be primarily limited to clinical, research, educational, and other uses that require the critical proximity to existing facilities. Other institutional uses and future growth will be directed away from the Chinatown residential and business core. All institutional development will support, not undermine, community growth, neighborhood stability, and the quality of life of the Chinatown residents. Special land improvements are:

- Institutional growth in and around Chinatown will be regulated through the institutional master plan and project review in an open and accountable process.
- Institutional development shall not create barriers in the neighborhood but maintain a continuous community presence through ground-floor uses, accessible open space, and compatible building scales and designs.
- Institutional development should contribute to community development, including affordable housing, open space, job training and placement, business development, child care, community health services, and traffic and transportation improvement.

5. Massachusetts Turnpike Air-Rights Subdistrict. The Turnpike Air-Rights Subdistrict will be a meeting ground for the Chinatown, Bay Village, and South End residential communities, providing open space and growth opportunities.

Greenery and quality open space will be introduced for the densely populated residential areas. Programming flexibility and choices for the abutting communities should be ensured. Special land use considerations are:

- To provide flexibility in height, density, and programming to take into consideration the high cost of development.
- To provide for a street-level community network of businesses, services, open space, and passageways connecting the abutting residential areas.
- To encourage the creation of varied open spaces with convenient pedestrian access, sun light, landscape and other support facilities for neighborhood residents, students, and workers.
- To insure that future development will enhance the quality of the adjacent residential environment including effective mitigation of traffic impact.

6. Chinatown Gateway Subdistrict. The Chinatown Gateway

Subdistrict will be the land bridge that extends Chinatown eastward and connects the neighborhood with the South Station transportation and economic center.

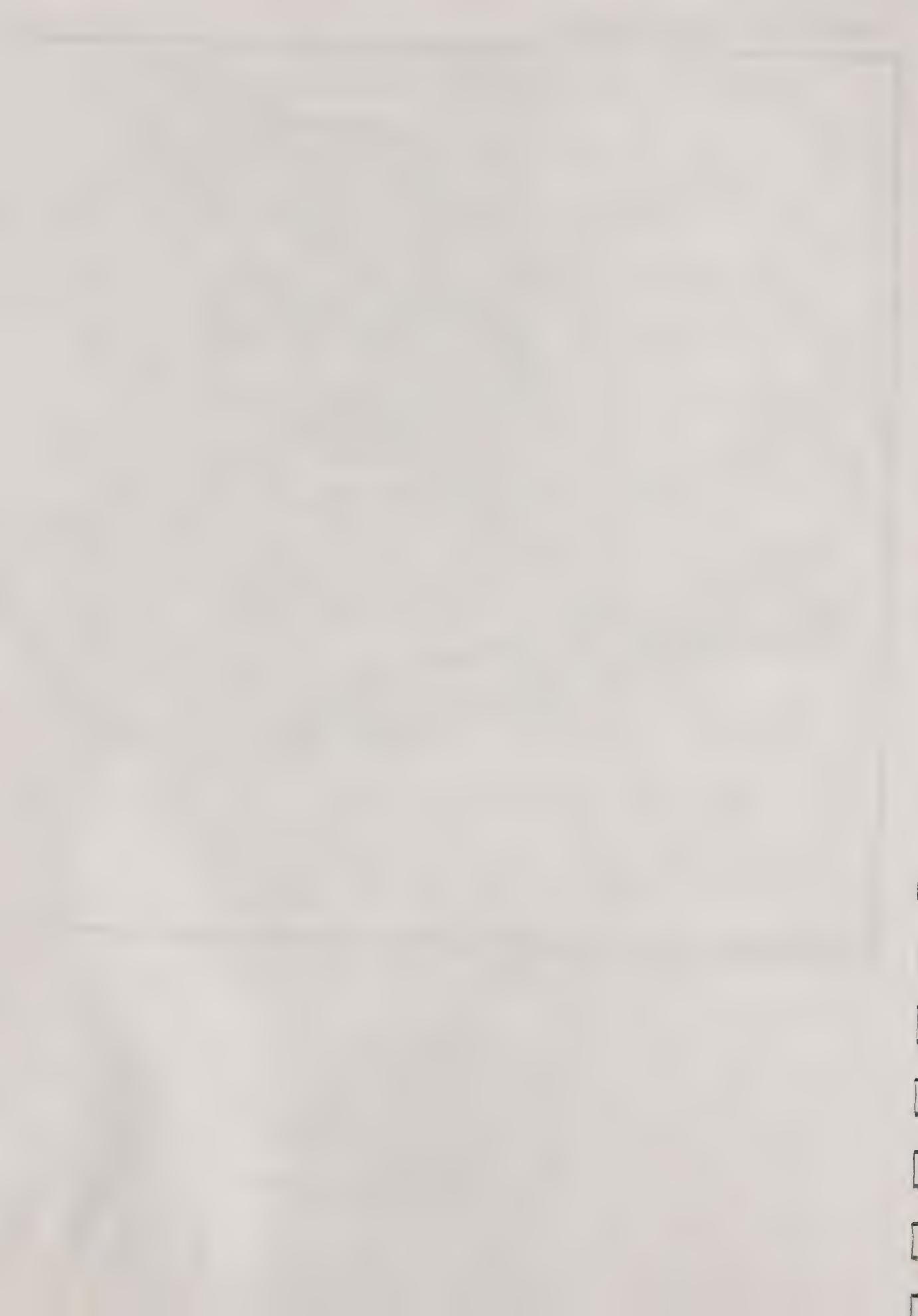
The land bridge along Kneeland Street and Hudson Street will extend the business and residential centers of Chinatown. It will also provide the Chinatown community with access to the economic opportunities created by the development of the South Station area. The Gateway area will also transform the image of the eastern frontage of the city. Special land use considerations are:

- To connect with the existing Chinatown residential core along the Hudson Street "edge" and the commercial core along Kneeland Street, through a pedestrian path, housing, neighborhood businesses, and compatible building scale and style.
- To generate job opportunities and economic resources to support and complement the historic residential and commercial core of Chinatown.
- To create expansive open space with convenient pedestrian access, sun, light, and landscape and other support facilities to provide a focal point for residents, workers, and visitors in the abutting Chinatown core, Leather District, and the South Station area.
- To provide the possibility for large-scale establishments not afforded elsewhere in Chinatown, such as large businesses and commercial offices, light manufacturing uses, wholesale uses, and others.

Chinatown Land Use Subdistricts



- I. Historic Chinatown
- II. Commercial Chinatown
- III. Residential Chinatown
- IV. Institution Subdistrict
and Tyler Street Special Study Area
- V. Turnpike Air Right Subdistrict
and Special Study Area
- VI. Chinatown Gateway Subdistrict
and Special Study Area



E.URBAN DESIGN AND DEVELOPMENT CONTROL



Goal:

Enhance the rich diversity and vitality of the Chinatown built environment while reinforcing its image, visibility, and environmental quality.

Objectives:

- 1. Enhance a unique neighborhood image that reflects the historic and cultural heritage of Chinatown to establish Chinatown in the downtown landscape.**

Reinforcing the image of Chinatown must go beyond the multi-lingual store signs and a few standardized cultural props such as the pagoda-topped phone booths. Individualistic expressions by proprietors and residents can be encouraged along with basic design guidelines. Creative adaptation, representation, and preservation of

various historic and cultural motifs in the design and management of buildings, interiors of public spaces, streets and open space is encouraged.

2.Improve the visibility and orientation of Chinatown from the adjacent districts, especially from the Midtown Cultural District, the South Station area, and the Leather District.

Both vehicular and pedestrian orientation can be improved with street signs and maps. The design of transit stations and directory systems should also help identify the neighborhood to tourists and other visitors. Judicious placement of cultural and community landmarks as well as signs at critical intersections and entries to Chinatown can improve the connection between Chinatown and surrounding areas. Visual corridors like Beach Street and Chauncy Street should be preserved, while important intersections like Phillips Square and Beach/Washington Street crossing should be enhanced.

3.Ensure a continuous community presence in buildings, streets, and open space throughout the commercial, the residential, and the institutional cores of Chinatown.

A street-level community network needs to be enhanced to ensure a convenient and safe pedestrian circulation between various activity nodes, open space, transit points, and parking. Ground-floor uses oriented to Chinatown residents, shoppers, patrons, and service clients, along with facade designs and street furnishings, can reinforce a community presence.

4.Create appropriate architectural transitions responsive to the neighborhood character, especially at the sensitive edges or sites in Chinatown where different uses or districts converge.

Building scale, height, massing, and facade treatment should reinforce a visual transition in uses. In addition, creative site planning will further strengthen the residential and commercial environment in Chinatown. In particular, institutional structures abutting the residential neighborhood and commercial buildings bordering Chinatown must respond to their lower-scale neighbors and pedestrian activities.

5. Encourage signage designs that enhance the architectural character while reflecting the cultural identify of the community.

The proliferation of signs is a distinct feature of the commercial landscape of Chinatown. The placement and design of signs that are attached to buildings should not obscure or detract from important architectural features that help define and delineate a building facade, such as cornices, window sills and lintels, and columns.

By choosing the appropriate color, pattern, and scale, signs can also help accent an otherwise nondescript building. Aside from relying on nearly uniform written signs, the rich reservoir of traditional design patterns can be explored. In addition to features applied to finished buildings, signage can also be integrated into architectural treatment of a particular business establishment.

Development Control Guidelines

1. The ground water level in and around any development project must be maintained and controlled to ensure the physical integrity of the entire neighborhood.

The foundations of historic row houses and buildings in the Chinatown area rest on wood piles driven into the tidal flats. The ground water level around these piles must be protected at all times in order to avoid exposure to the air and subsequent rotting. Mitigation and monitoring measures must be taken in order to ensure that new construction does not adversely effect the ground water level. Water table management for the present and planning for the future must be undertaken to ensure the physical integrity of the neighborhood.

2. The shadow and wind impacts of proposed projects on the Chinatown community must be controlled to allow for maximum direct sunlight exposure and to maintain low ground-level wind speeds.

Buildings need to be designed to avoid excessive and uncomfortable downdrafts on pedestrians and to assure that open spaces are not excessively shaded. Each proposed project should be shaped, or other wind-baffling measures should be adopted, so that the project will not cause ground-level ambient wind speeds to exceed the standards established in the zoning code. Likewise, each proposed project should be arranged and designed in a way to assure that it does not cast shadows for more than two hours from 10:00 am

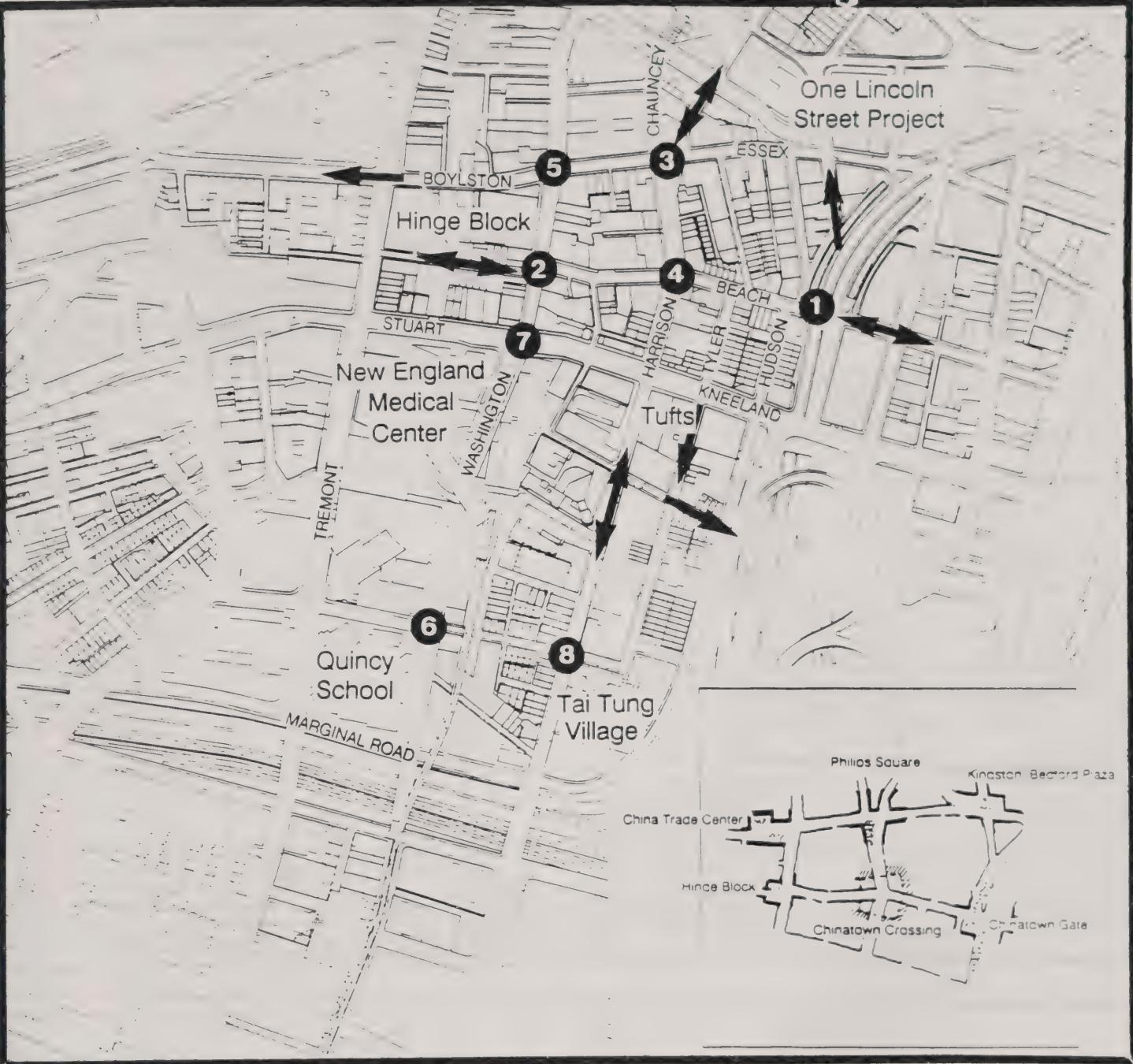
through 2:30 pm, from March 21 through October 21 -- on Gateway Park, Pagoda Park, Tai Tung Park, or any of the new proposed open spaces. Most wind and shadow mitigation can be attained through the incorporation of setbacks in building designs. Other than decorative cornices and other surface ornamentation, every portion of a proposed project or addition above the established street wall height should be set back by at least five feet. This will curb shadow and wind impacts to within those already present in the community.

3. Control and mitigate construction impacts to minimize the disruption to Chinatown businesses and residents.

Chinatown faces an extended period of construction impacts on various locations. The planned development of Parcels A, B, C and a new Medical Center clinical facility will take place near the Oak/Washington Street residential area. The One Lincoln Street project will be constructed near the commercial core around Essex Street. In addition, a number of transportation construction projects will take place, including the Orange Line Replacement Service along Washington Street, the closing of the exit ramp at Beach Street, the extension of the South Boston Transit line under Essex Street, the possible relocation of a main sewage line necessitated by the Central Artery project, and finally the reconstruction of the infrastructure at I-90/I-93 South Bay Interchange -- i.e., the Chinatown Gateway area.

Maximum efforts must be exercised by the City, the State, and developers to minimize adverse impacts to the densely populated residential environment, neighborhood businesses, and pedestrian/vehicular access, circulation, and safety. Of particular importance is rodent control, given the concentration of restaurants and the abundance of organic garbage generated by restaurants and households in the neighborhood. Other probable impacts such as dust, noise, and refuse disposal should be rigorously controlled and mitigated. Appropriate compensation for business loss resulting from construction impact should be made. Construction hours must not interfere with business and residential needs, especially during weekends, holidays, and evenings.

Chinatown Entries, Intersections, and Visual Centers



IMPORTANT ENTRIES AND INTERSECTIONS

1. Chinatown Gateway East
2. Beach/LaGrange/Washington
3. Phillip Square
4. Chinatown Crossing
5. Liberty-Tree Park
6. Oak/Washington
7. Kneeland/Stuart/Washington
8. Oak/Harrison

IMPORTANT VISUAL CORRIDORS

- Harrison Avenue
- Beach Street
- Tyler Street
- Kingston Street
- Boylston - Essex Street
- Harvard Street

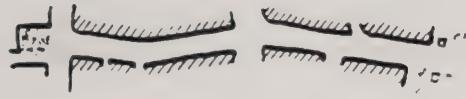
<p>Boylston</p> <p>Washington</p> <p>Essex</p>			
	<p>Create a vestibule to and from Boston Common</p>	<p>Reinforce focal point along Essex St. (T Station and Liberty Tree Building)</p>	<p>Reinforce the quality of existing adjacent facade and allow view to Opera House along Washington St.</p>

<p>China Trade Center and Liberty Tree Plaza</p>			
	<p>Encourage set-backs above China Trade Center cornice line height.</p>	<p>Possible redesign of Plaza. View along Essex St. towards Boston Common.</p>	

<p>Essex</p> <p>Chauncy</p> <p>Harrison</p> <p>Philips Square</p>			
	<p>Preserve and reinforce visual corridor to and from Downtown Crossing.</p>	<p>Provide an Asian Cultural Center with connection to Cultural District.</p>	<p>Provide active ground floor uses to Downtown Crossing and Washington St. Station.</p>

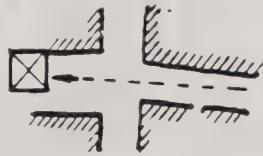
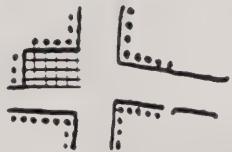
<p>Ave. De Lafayette</p> <p>Kingston</p> <p>Essex</p>			
	<p>Improve Essex St. sidewalk and its access to Downtown Crossing.</p>	<p>Widen Essex Street between Surface Artery and Kingston Street and use Ave. De Lafayette for Cultural District's West bound traffic to avoid through traffic on Essex Street.</p>	

<p>Kingston / Bedford Plaza</p>			
	<p>Provide social open spaces for supermarket/restaurant users, with view of Essex St. edge.</p>	<p>Provide pedestrian link to future Central Artery near park.</p>	



Provide a transitional siting zone from Chinatown, at Hinge Block.

Hinge Block



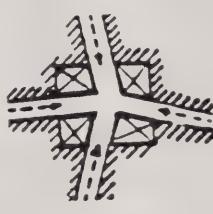
Emphasize Chinese character of buildings around the plaza.

Provide a focal point from Beach St. towards Hinge Block.

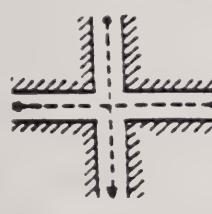
Encourage storefronts around the plaza and mid-block connection.



Non-perpendicular intersection at Chinatown Crossing.

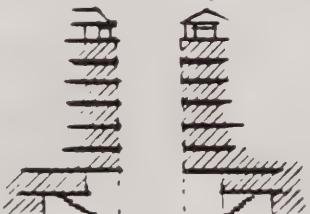


Distinguished corners are created at the intersection.



Typical perpendicular intersection.

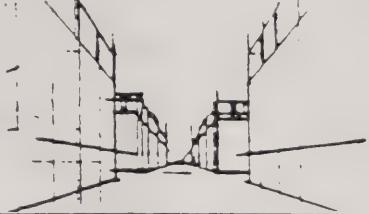
Chinatown Crossing



Encourage provision of a urban room for the center of Chinatown's commercial core.



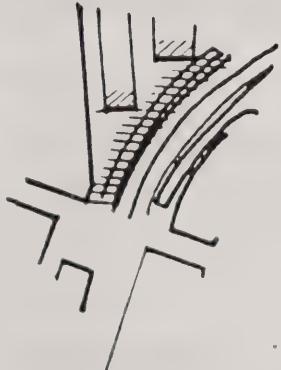
Reinforce visual anchoring point at intersection, emphasizing corners.



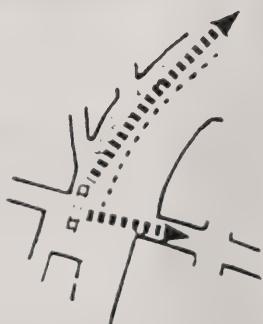
Typical view for regular intersection, emphasizing street way.



Chinatown Gate



Provide open space on land area created by closing Beach Street ramp.

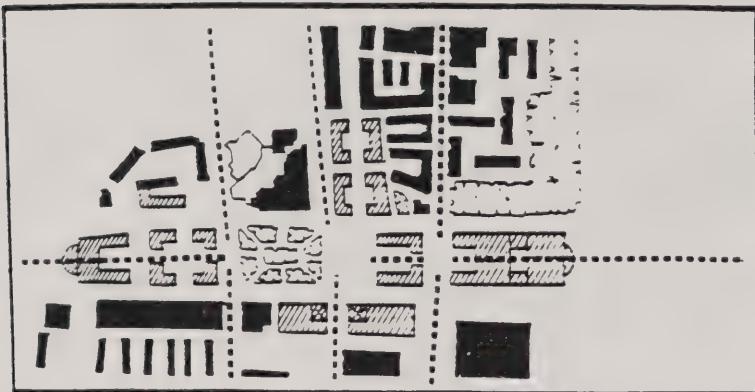


Improve connection from Gateway Park to Leather District and future Central Artery Linear Park.



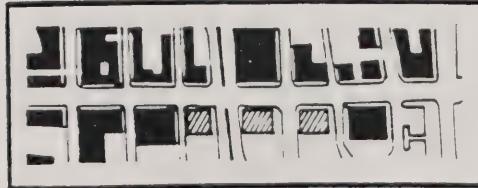
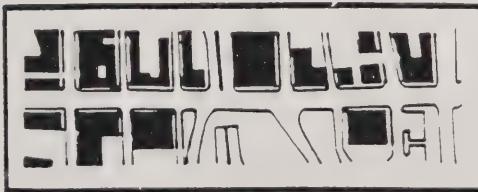
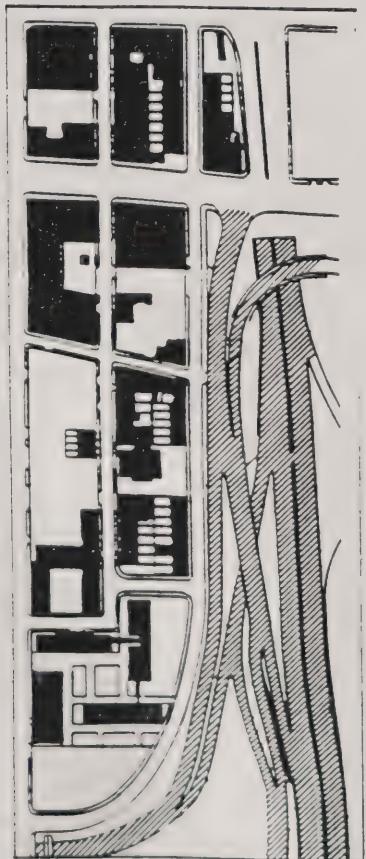
Reconstruct new east side of Chinatown's east side.

Turnpike Air Rights Subdistrict



The Massachusetts Turnpike air-rights Special Study Area could be developed to bridge the gap between Chinatown and the adjacent neighborhoods to the south, severed by the Massachusetts Turnpike. A mix of uses will be encouraged including open space, housing, neighborhood retail and community service facilities.

Chinatown Gateway Subdistrict



The city grid of Chinatown and Leather District will be extended into the Gateway area and a scale compatible to the buildings on the edges of Kneeland and Hudson Street will be maintained.

Existing Gateway Interchange area.

F.HISTORIC PRESERVATION



Goal:

To enhance Chinatown as a historic immigrant foothold and historic neighborhood in Boston dating from the mid-19th century, while allowing for the continued improvement of the Chinatown built environment.

Objectives:

1. Commemoratise in Chinatown's landscape, artifacts, locales, and buildings of events, institutions, establishments, and personages that are significant to the historical development of the neighborhood.

Aside from the physical preservation of structures with significant historic value, other measures that would allow flexibility while engaging the collective memory need to be explored. These could include, for example, commemorative plates, graphic coding, pictorial references, selective and/or partial adaptation, design inference, multi-media recreation or presentation, and special event programing and design. These should help develop rich environmental images that speak of the historical passages experienced by the neighborhood.

Special programing, event designs and management can also help advance Chinatown's participation in the city-wide public celebrations and festivities. In addition, historic landmarks of medical establishments in the South Cove neighborhood should also be creatively commemorated.

2. Encourage architectural designs that reflect the cultural heritage of the community.

Two buildings stand out in Chinatown as landmarks of the unique cultural and social history of the Chinese community. They are the Lee Family Association Building on Tyler Street and the Chinese Merchants Association Building on Hudson Street.

The Merchants Building, dating from 1949, adapted sparingly Chinese decorative motifs and ornaments in an otherwise clean, box-like 3-story contemporary building. The design is topped by a roof garden complete with a signatory Chinese pavilion. Today's Merchants Building only represents one-half of the original structure, the other half having been demolished shortly after its completion, to make way for the Southeast Expressway. The 4-story Lee Family Building, dating from 1927, mirrors a traditional Chinese shop-house that has been turned vertical. The building is richly adorned with familiar icons and traditional architectural details. Unlike the Merchants Building which is devoted to non-commercial uses only, the Lee Building accommodates a wholesale meat company in its half-raised basement, a restaurant on the ground floor, and community space above. Both the Lee Family Building and the Merchants Building continue to be centers of activity, housing a credit union, community meetings and events, art exhibits, and various social and recreational functions.

Successful examples in Chinatown like the Lee Family Building and the Merchants Building should be acknowledged and promoted, an

additional viable examples can be collected from other communities to provide design references for the community.

3. Increase public awareness of the unique historic and cultural heritage of Chinatown to further strengthen the unique streetscape and ambience of the neighborhood.

Through public education efforts such as a neighborhood history survey designed for maximum community participation, the historic evolution of the neighborhood can be recorded and documented for future reference. The information and findings can also be used to increase the general awareness and appreciation of Chinatown as a unique historic and ethnic neighborhood. The survey should cover both the architectural and the socio-cultural transformation of the neighborhood through generations of ethnic immigrant inhabitants, including the Irish, Central European Jews, Italians, Syrians and Chinese. The geographic transformation of Chinatown provides another valuable tract related to the topographical and transportation history of the City of Boston. This began with land fill in the 19th century, followed by a series of major transportation constructions, including the Beach Street Elevated Tracks, the realignment of Harrison Avenue, the widening of Kneeland Street, and the Southeast Expressway in the modern era. A graphic/photo archive should be established. In addition, a historic route can be designated highlighting historic events and personages at various locales. Also, a neighborhood history museum can be organized along with mobile exhibits, by collaborating with local businesses and schools.

The Liberty Tree District and the Beach/Knapp Street District

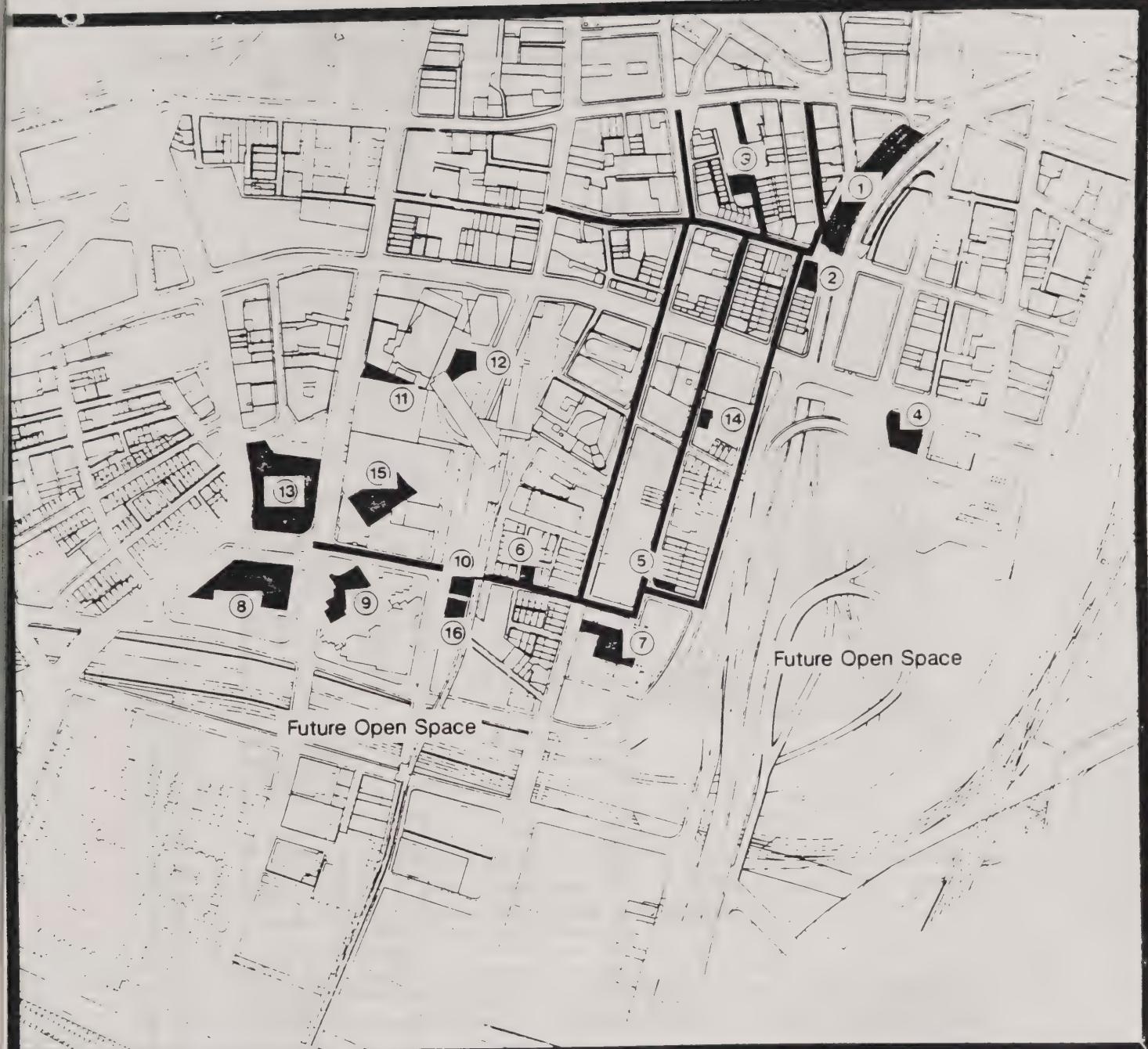
Each of these two districts includes six 19th century buildings with a variety of styles. These range from High Victorian Gothic, Classical Revival, Federal Revival, Renaissance Revival to utilitarian buildings and Greek Revival rowhouses. They bear traces of the historic evolution of the neighborhood, from residence to hotel, wholesale textile, industrial warehouse to retail, entertainment, light manufacturing, and apartment housing today.

The Liberty Tree District at the corner of Washington Street and Essex Street is where the Liberty Tree and the Liberty Tree Tavern once stood, where patriots gathered to protest British rule before the colonial revolution. A commemorative relief graces the wall of the Liberty Tree Building built in 1850. The district now houses the Chinatown/Essex Street MBTA station, remnant of adult entertainment businesses, and an apartment building for the Chinese elderly.

The Beach/Knapp Street National Register District lies a block away, near the corner of Washington Street and Kneeland Street. Here the Shakespearean Inn was renovated and converted into a Vietnamese marketplace and restaurant on the ground floor, with the China Gate Housing above. Next to it stands a market and restaurant. Several service providers and community organizations are tenants on the upper floors. Nearby a Mercantile building was recently converted into condo apartments.



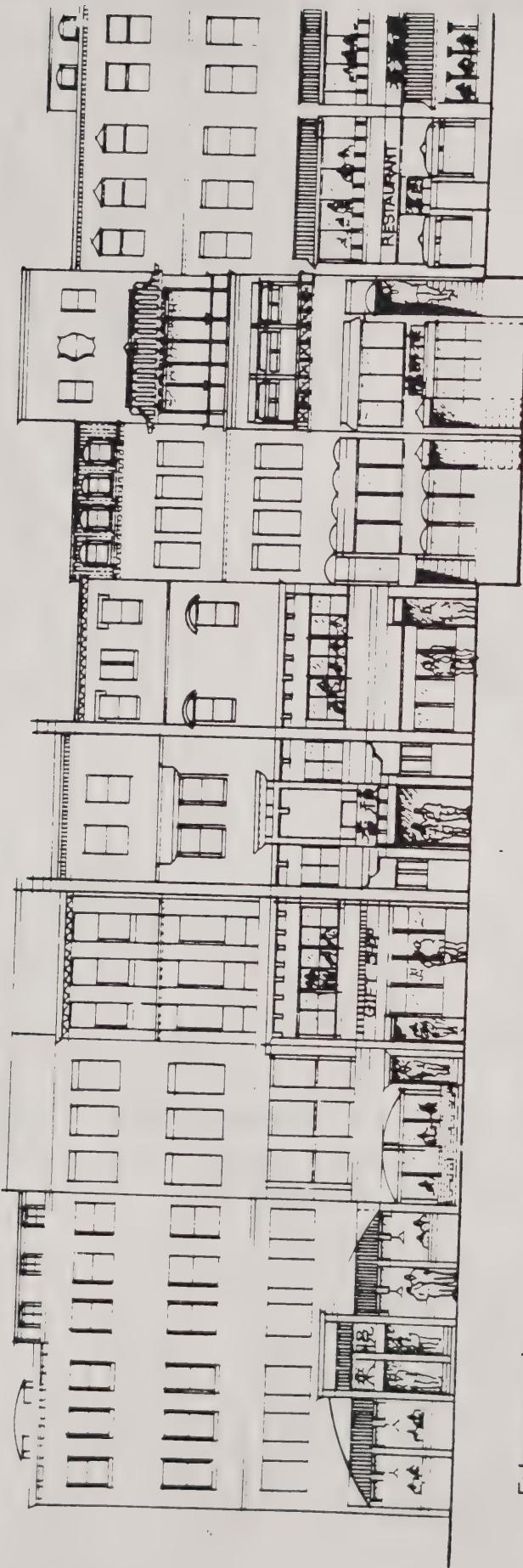
Chinatown



○ EXISTING OPEN SPACES/OUTDOOR AND INDOOR RECREATION FACILITIES Critical to Chinatown Residents

1. Chinatown Gateway Park Extension
2. Chinatown Gateway Park
3. Oxford Street Pocket Park
4. Pagoda Park
5. Tyler/Tai Tung Sitting Corner
6. Acorn Day Care Center Tot Lot
7. Tai Tung Village Courtyard
8. Mass. Pike Tower Courtyard
9. Quincy School Terrace
10. Vegetable Garden
11. NEMC Biewend Building Entry Plaza
12. NEMC Sieboit Plaza
13. Elliot Norton Park
14. South Cove YMCA
15. Don Bosco School
16. Chinatown Boys and Girls Club
17. Quincy School

— Network of Public Realm



Enhance a unique streetscape by encouraging vertical expansion on second floor and above and increasing the variety of businesses and activities in the pedestrian environment.

G.OPEN SPACE



Goal:

Create a variety of open spaces and an improved public realm to serve the divergent social and recreational needs of Chinatown's residents, workers, shoppers, and visitors.

Objectives:

- 1.Increase accessible quality open space in Chinatown through the improvement of existing facilities and the creation of new facilities.**

The location, design, and management of the various open space facilities should provide accessibility, safety, and comfort for Chinatown users. Open space that encourages community use should be created at critical intersections, entry points, and along important paths and streets in Chinatown. These should not be cut off by traffic and should be within close walking distance of the residential and

commercial cores in Chinatown. Aside from convenient location, the design and management of open space facilities should ensure adequate safety and comfort. These community-oriented open space settings should be incorporated in any large scale institutional project and commercial development in Chinatown. Maintenance and continued improvement of the few existing open spaces in the neighborhood should be enhanced, particularly the Gateway Park, Pagoda Park, the Tai Tung Street park, the Oxford Place sitting area, the Quincy School terrace, the Acorn tot lot, and the Oak Street community garden. Among these, the Gateway Park, the Pagoda Park, and the Tai Tung Park are permanently protected as open space districts. In addition, the creation of new quality open space is one of the priorities for the future planning and development of the Chinatown Gateway area and the Turnpike Air-rights area.

2. Extend the open space network beyond the neighborhood confines.

Extend the network of green open spaces from Chinatown to the nearby Midtown Cultural District, the Boston Common, the Public Garden, and further along the South West Corridor.

An extended open space network will enable Chinatown residents and workers to expand their realm of outdoor recreation and relaxation. Improvement in pedestrian safety and park security can increase the use of open space in the nearby Midtown Cultural District and Bay Village. Through public information and outreach geared towards the immigrants, this open space network can be extended to the many open space resources along the Southwest Corridor that are easily accessible by the Orange Line, such as the Arnold Arboretum and Franklin Park.

3. Explore and create alternative forms of green places throughout the public environment in Chinatown.

Plantings and vegetation should not be limited to parks, gardens, playgrounds, or tot lots but extended to the street environment as well as to indoor public places.

Residents and business proprietors can be encouraged to provide or care for window displays, window boxes, hanging greens, and sidewalk planters. Where appropriate, roof-top gardens, landscaped and furnished terraces, canopied streets, green arcades, and other possibilities should be explored to increase the enjoyment of green places by residents and workers in their daily life.



4. Create a neighborhood common and culturally sensitive open spaces to enhance community identity through the open space.

A neighborhood common should be created to reinforce the sense of community that is shared by the residents and workers in Chinatown with the shoppers and visitors from the Asian community at large.

A neighborhood common for Chinatown can serve as a focal point in the community and provide a central stage for a rich variety of community functions, celebrations, and festivals that unfold with the seasons. Through creative design and management, a neighborhood common can take the form of a street, like Beach Street, a park, like the expanded Chinatown Gateway Park, or a combination of both. Open spaces that are special to the Chinatown community should be created and existing ones improved. These include vegetable gardens that are especially popular with the elderly and the semi-enclosed courtyards that serve both residents in a housing development and other community members. In addition, open space design in general, ranging from layout, architectural detailing and furnishings to vegetation, should seek to reflect the cultural heritage of the community.

5. Encourage versatility of design and flexibility in facility management.

Versatile design and flexible management of both public and private facilities should be encouraged to increase the capacity of the limited open space and recreation facilities in Chinatown.

Open space in Chinatown has to address the varying needs of elderly folks, young children, odd-hour shift-workers, large-volume shoppers, and weekend visitors. Versatile designs such as sitting walls and tree-fences should be explored to increase the efficiency of limited space. Flexible management of privately held or institutionally owned outdoor space and recreation facilities should be encouraged to enhance community uses and ameliorate the demands on open space.

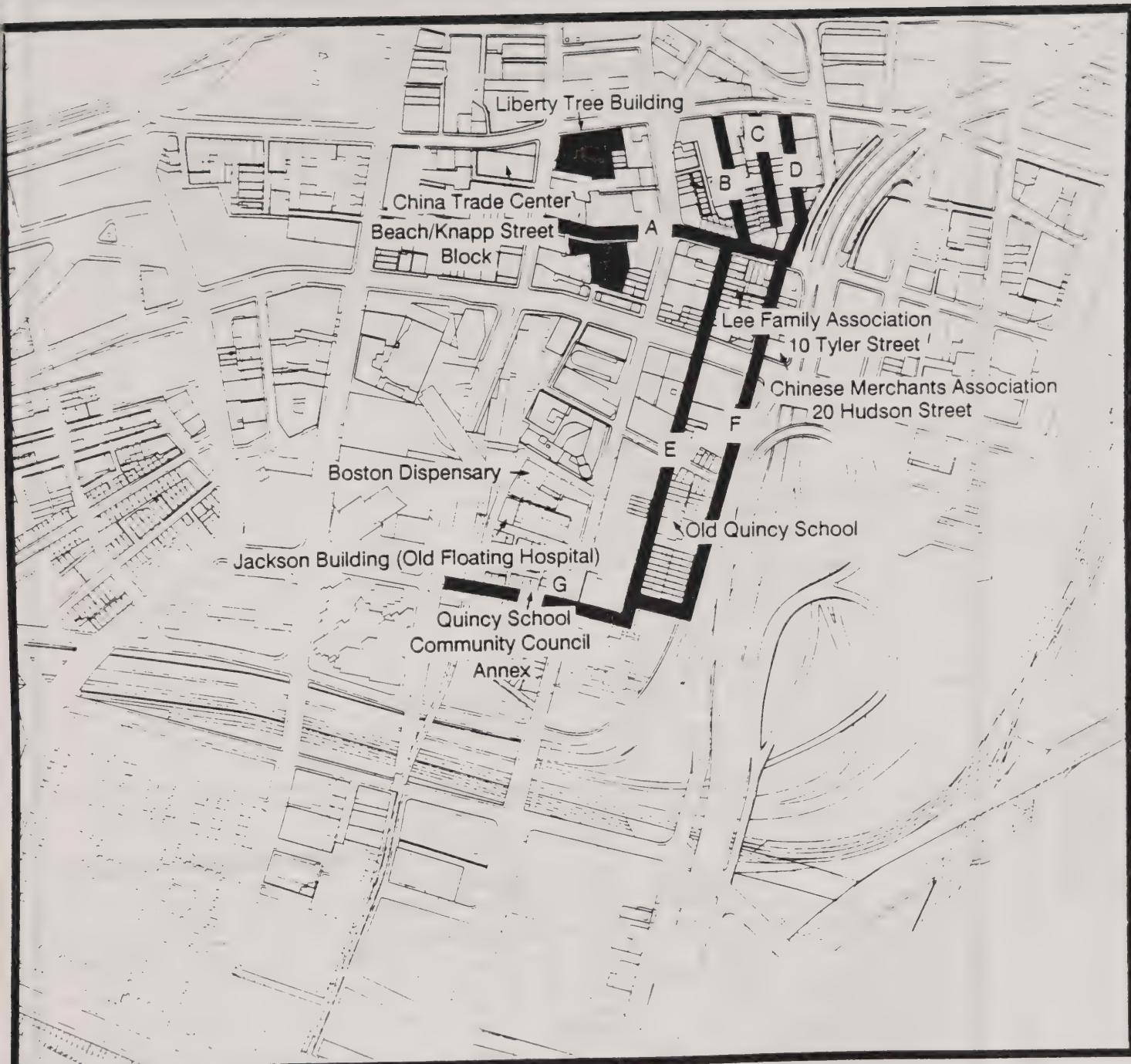
6. Protect and enhance the pedestrian-oriented street environment, especially the unique street ambience characterized by residential and commercial mixed-uses, a rich variety of storefronts and businesses, and multiple sidewalk activities.

Building design and massing should continue to relate to human scale and avoid excessive shadows, downdrafts, and overflow of traffic that impact on neighborhood streets, parks, and other outdoor public realms. To maintain the unique vitality permeating Chinatown streets, ground floor area in the commercial core should be devoted to a variety of uses attracting active pedestrian flows. Variation in storefront designs should be encouraged. The number of businesses with direct entrance and storefront exposure on the street level should be maximized. Convenient, safe and pleasant pedestrian pathways should be increased to connect through the residential, the commercial, and the institutional Chinatown.

Of particular importance is the design and maintenance of the various sidewalk and alley spaces to allow adequate room for pedestrian passage, display, temporary loading/unloading of goods, storage, and trash and garbage collection, and at the same time provide for planting, seating, and the location of other street furniture for pedestrian comfort, convenience, and safety.

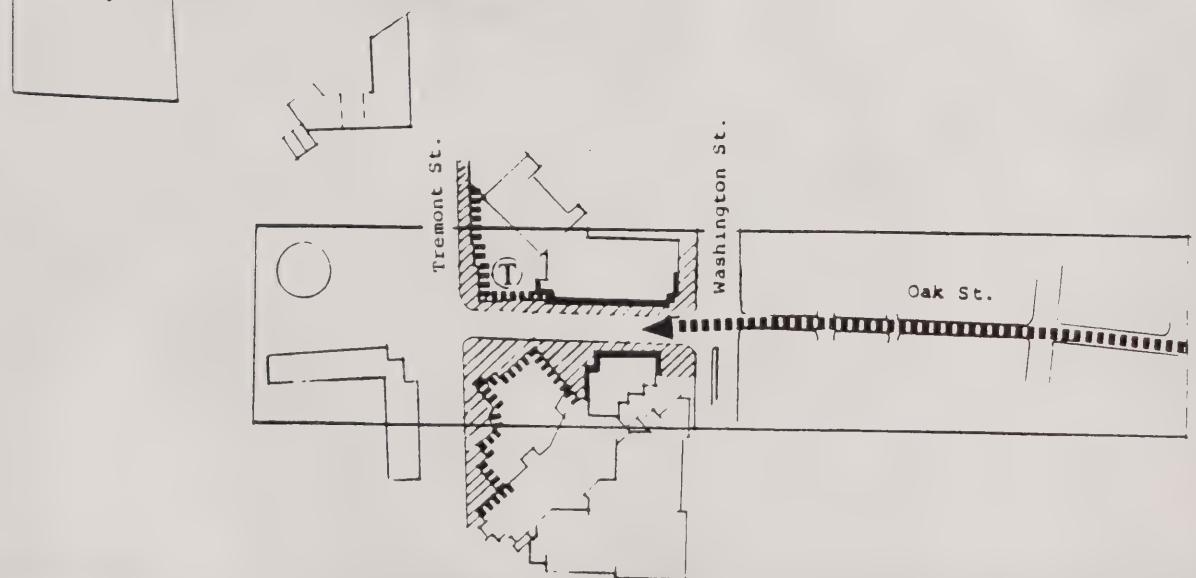
To accommodate these multiple needs, specific time periods can be established for different activities, in addition to designating sidewalk space, reinforcing parking and sanitary codes, and ensuring regular maintenance of street drainage, lighting, and landscaping. Also important are education and cooperation by business proprietors and patrons. The materials and designs of street furniture and sidewalks should take into consideration the large presence of families with young children and elderly people regularly patronizing Chinatown's markets and restaurants, especially during weekends and holidays.

Chinatown



HISTORIC PATHS AND BUILDINGS IN CHINATOWN

- A Beach
- B Oxford
- C Ping On Alley
- D Edinboro Street
- E Tyler Street
- F Hudson Street
- G Oak Street



Reinforce the Oak Street community corridor spanning from Tai Tung Village to Eliot Norton Park by creating an active street place that serves as pedestrian path and open space.

Future Phillips Square A Study

A pedestrian plaza can be created at the intersection of Essex Street and Harrison Avenue, the northern gateway of Chinatown facing Midtown. Final design will be developed in conjunction with BTD's traffic improvement plan.





Chinatown Gateway Park Extension

The closing of Beach street exit ramp will create an opportunity to expand the Gateway Park at the eastern entry point of Chinatown. Final design will be developed in conjunction with BTD's traffic improvement plan, including, possibly, a bus route and a new pick-up point for the suburban workers.

H.TRAFFIC AND TRANSPORTATION*



Overall Goal:

Maximize transportation access to and from Chinatown, upgrade the neighborhood's pedestrian environment, vehicular circulation, and parking, and prevent further land loss as a result of transportation infrastructure construction.

Objectives:

- 1. Manage traffic generated from new developments and transportation projects in and around Chinatown.**

Ensure community participation in transportation planning and traffic impact review to prevent further land loss, isolation, and other adverse environmental impacts on Chinatown.

* The traffic and transportation element of the plan has been developed by the BTD in conjunction with the BRA and the CNC.

Chinatown has already twice suffered major land loss and disruption of its connection with the neighboring areas as a result of transportation construction, namely the Southeast Expressway and the Massachusetts Turnpike Extension. Similarly negative experiences should not be repeated with reconstruction of the Central Artery, the building of the Third Harbor Tunnel, or the construction of the Orange Line Replacement Service. Potential damages to neighborhood businesses, housing, and open space facilities should be minimized and mitigated. Nor should Chinatown be victimized by potential traffic impacts generated by major development in the nearby Midtown Cultural District and the South Station Development Area.

Active and informed community participation and advocacy should be supported with adequate public and private resources to help the neighborhood address highly technical issues related to traffic, parking, transportation access, construction, code enforcement, and monitoring. A neighborhood-oriented traffic improvement plan should be developed by the City with the community to serve as the basic framework for future evaluation of regional and local transportation planning, traffic impact, and mitigation measures affecting Chinatown.

2.Improve vehicular circulation and pedestrian movement on neighborhood streets

Reduce regional and by-pass traffic on neighborhood streets and provide safe pedestrian crossings.

Chinatown is intersected by several major arteries providing crosstown access and connections to the regional highway system. These streets include Essex Street, the Surface Artery, Kneeland Street and Tremont Street. Traffic congestion varies throughout the district, with the highest levels occurring in the commercial area north of Kneeland Street. This is in part due to roadway capacity constraints, generated by double parking, and to vehicular and pedestrian conflicts. These problems are most prevalent during the PM rush hour, but also occur on Saturdays with Asian visitors and shoppers. The congestion often contributes to gridlock conditions in and around the commercial area. A result of this congestion is trip diversion through the commercial core, on streets such as Beach Street and Harrison Avenue. Congestion in the southern section is less pronounced due to the predominant residential and institution related activities. However an inadequate street orientation system and poorly located institutional parking results in a large amount of

vehicular traffic circulating on neighborhood streets in the densely populated residential area.

In addition to convenient vehicular circulation, pedestrian accessibility is important throughout Chinatown. There are four groups of pedestrian circulation routes in Chinatown, including (1) connections between the residential areas and the commercial area around Beach Street; (2) connections to the MBTA stations which serve the district; (3) connections between the downtown area and the commercial area, particularly to area restaurants; and (4) internal pedestrian circulation within the residential areas and the commercial area.

There are several factors which inhibit pedestrian mobility and safety in Chinatown, especially the commercial area north of Kneeland Street. Pedestrian connections are made by crossing at least one major traffic corridor, such as Kneeland, Marginal, Washington, or Essex Streets. These crossings are complicated by conflicts with vehicular traffic and the width of the streets. In addition, internal pedestrian circulation is often inhibited by inadequate sidewalk width. In some locations, such as along Beach Street and Harrison Avenue, sidewalk furniture or vendors interrupt the pedestrian right-of-way. Illegal parking is also problematic for pedestrians in the commercial area of Chinatown by impeding access and reducing drivers' sight lines, thereby decreasing pedestrian safety.

To facilitate better movement of neighborhood traffic and improve pedestrian uses, traffic not destined to Chinatown should be diverted from the local street network primarily serving the residential and commercial area of Chinatown. Provisions for safe and convenient pedestrian crossings on the major arterials should be strengthened. Enforcement of traffic control has to be supported by a public education program geared toward Chinatown residents, businesses, and visitors.

3. Enhance the unique street ambience resulting from a multitude of pedestrian uses and street activities.

Upgrade commercial loading, unloading, and deliveries, and improve suburban workers' pick-up and drop-off services.

Many of the neighborhood businesses in Chinatown rely on regional or even national supplies and also serve a regional clientele.

However, most of the businesses in the commercial area do not have off-street loading facilities. As a result, much of the loading occurs on the streets. In addition many businesses such as grocery stores ship out and receive goods. Delivery vehicles range from vans and single unit trucks to tractor-trailer trucks.

Surveys conducted by the BTD on Beach Street indicate that 13 commercial vehicles are parked on this street at any given time. The commercial vehicles typically park for the duration of one hour. Some longer term parking, four or more hours, was also observed. This accounts for approximately 12 percent of the commercial vehicles parked on the street.

In addition, a local delivery and supply network has been developed for many of the restaurants and "take outs". Lack of on-site storage space also means that goods and products often have to be transported from another location in or near the neighborhood. The lunchtime crowd, after work shoppers, and take-out customers are often met with noon-time deliveries and evening peak hour vehicular traffic.

Another unique phenomenon in the heart of the commercial area of Chinatown is the twice-daily pick-up and drop-off of workers employed by suburban Chinese restaurants. The proximity of sites where workers congregate in neighborhood eateries and food supply stores is a major attraction to workers engaging in daily social exchange and restaurant purchases. The majority of the pick-up/drop-off activity occurs informally at 10 AM and 3 PM, on Beach Street and Harrison Avenue, where vehicles often double park and contribute to congestion in the commercial core of Chinatown.

Commercial loading/unloading activities need to be better managed and provided for to avoid blocking traffic and adding to sidewalk congestion. Use of off-street loading facilities should be encouraged, and efficient curb space use by commercial vehicles should be maximized. In addition to enforcement, management initiatives are important to encourage facility sharing, regulating deliveries to avoid

peak hour traffic, and reducing the concentration of workers' pick-up points at the core of commercial area.

4. Provide adequate parking for the residents, workers, shoppers, and visitors of Chinatown.

Reduce illegal parking by increasing parking spaces and the efficient use and management of parking facilities.

There are a total of 1,488 off-street parking spaces. Most of the public spaces are concentrated in the northern section of Chinatown. There are approximately 500 on-street parking spaces, of which 300 are metered, 185 are designated Resident Permit Parking spaces, and 15 are Handicapped parking spaces.

Chinatown currently has one of the lowest household automobile ownership rates in the city, estimated at 0.46 to 0.64 autos per household. Over 70 percent of the households in Chinatown do not own a car. While car-ownership among residents is low, the demand for parking conveniently located in the commercial area of Chinatown is great. Aside from downtown office workers, parking in commercial Chinatown is hard pressed to meet the needs of weekend and holiday visitors patronizing the areas' popular restaurants, periodical grocery shoppers burdened by large purchases, and the many take-out or short-stop customers. Illegal on-street parking has become commonplace, blocking traffic and hindering pedestrian movement.

A 1987 survey of Beach Street by the BTD indicates that the available metered spaces are occupied throughout the day with an excess demand resulting in illegal and double parking by approximately 20 to 25 vehicles. A survey of off-street parking facilities indicates that there is also a demand for such parking. Approximately 90 percent of these spaces are full by 10 AM and 95 percent are full by 12 noon. The demand in the northern section is less pronounced, with only 75 percent of the spaces occupied at 10 AM and 90 percent occupied at 12 noon. Much of the excess supply was in the Shoppers Garage on Beach Street, which had 100-150 spaces available at the time of the survey. There is also a demand for resident permit parking spaces. approximately 400 permits are issued for this program. The use of apartment buildings' off-street lots alleviates some of this demand. The parking problem is especially severe during weekends where Chinatown streets are regularly jammed with Asian patrons and shoppers from the suburbs and other Asian enclaves.

To support further growth of Chinatown's business and maintain its competitiveness, adequate parking has to be provided. Meanwhile

additional residential parking will come from rehabilitation of currently underutilize commercial buildings where on-site parking is not possible.

Better enforcement, the adjustment of rates and rate structures has discouraging long term on-street parking, and time sharing of residential and commercial parking can improve the efficient use of existing parking. Mostly importantly, access to nearby parking resources has to be creatively explored, such as sharing the use of parking facilities primarily serving nearby institutions and downtown office workers during off-peak hours, holidays, and weekends by residents as well as business patrons. Following the lead of several neighborhood restaurants and businesses, collective bargaining by neighborhood businesses and housing managers should be encouraged as an effective means to increase affordable parking for Chinatown's visitors and residents.

5. Maintain and upgrade the public transportation access to jobs and recreation resources beyond the immediate vicinities of the neighborhood.

Provide better transportation services and an improved transit environment for Chinatown residents and other users while reducing vehicular traffic and parking demand.

Public transit service in Chinatown is provided by the MBTA subway lines, light rail, and surface bus lines. Private bus operators provide service on the periphery of the area, and shuttle van services provide for restaurant workers.

The commercial area north of Kneeland Street is well served by transit, in proximity to the Chinatown station of the Orange line, the Boylston Street stop of the Green line, and the Red line's Downtown Crossing station. The area is within walking distance of South Station, which provides the MBTA Red line, commuter rail, Amtrak, and private bus service. Several bus routes also serve the area, including the # 11 to South Boston and the # 49 to Northampton. The residential area south of Kneeland Street is accessible to transit at the New England Medical Center Orange line station and at South Station. The area is also served by the # 43 bus to Ruggles and the #3 bus to the Boston Marine Industrial Park.

Two new transit service proposals are currently under study by the MBTA. For the Roxbury (Orange Line) Replacement Service, one of the options is an electric bus route along Washington Street, using an abandoned transit tunnel under Tremont Street and terminating at the

Boylston Street station. The final decision must address the various needs of the Roxbury, South End, and Chinatown communities, some of which have been outlined in an inter-community memorandum of understanding. The proposed South Boston Piers Extension Service would extend from South Station to the South Boston waterfront area, and ultimately could connect with the Green line or the Roxbury Replacement Service at Boylston Street.

To provide a better public transit environment for Chinatown, public safety and amenities at nearby public transit facilities should be improved with better lighting, surveillance, maintenance, furnishings, and station design providing visual accessibility. This is especially important not only for the interiors of stations but also for the pedestrian approach leading to the Chinatown/Essex Street Station on Washington Street and the New England Medical Center station off Tremont Street and Washington Street. Bilingual information services on public transportation should be provided at major transportation nodes and distributed in the community. In addition, innovative management and services such as vanpools, ridesharing, employer-sponsored shuttles, and short-range shuttles between Chinatown neighborhood districts should be encouraged to reduce the demand for parking and traffic.



CHINATOWN TRAFFIC IMPROVEMENT PLAN

Boston Transportation Department (BTD)

To develop both near- and long-term strategies for the improvement of traffic and transportation conditions in Chinatown, the Boston Transportation Department (BTD), working with the CNC and the BRA, has produced the Chinatown Traffic Improvement Plan.

In the process of developing the improvement plan, existing conditions were analyzed. These focused on: (1) traffic circulation, (2) pedestrian circulation, (3) parking conditions, including existing on-street and off-street facilities, (4) commercial activities, (5) transit service characteristics, and 6) development and infrastructure construction projects.

Chinatown Street Hierarchy System (BTD)

As a result of these analyses, a hierarchy of street functions was established to provide a framework for the development of improvement strategies. The classification considers the use of the street as a transportation link, including automobile traffic, buses, commercial vehicles, as well as a pedestrian path. Three general categories are used: (1) arterial streets such as Kneeland and Essex Streets primarily providing connection to the regional highway network or destinations outside of Chinatown; (2) collector/feeder streets such as Harrison Avenue south of Kneeland Street and Washington Street north of Kneeland Street primarily connecting the local street network to the arterials while meeting local circulation needs as a secondary function; and (3) local streets such as Beach and Hudson Streets primarily providing access to the abutting land uses and serving the internal needs of Chinatown. A street-by-street classification can be found in Appendix U.

Within the framework provided by a comprehensive classification of streets in Chinatown, improvement strategies addressing specific traffic and transportation goals are developed. Given the complex issues involved, near-term strategies that could be implemented within five years are supplemented with long-term strategies that could take longer than five years to implement.

A. Traffic Circulation

Objectives:

Discourage through traffic volume in the commercial core and on residential streets.

Improve and enhance major arterials on the periphery of the commercial core for through traffic.

Near-Term Strategies:

1. Eliminate access to Beach Street from the Surface Artery, Central Artery Ramp and Kingston Street

Traffic enters Beach Street through the Chinatown Gate, to bypass congestion at the intersection of Kneeland and the Surface Artery. As a result, congestion is exacerbated in the commercial core of this area and the overall pedestrian environment deteriorates. Under this option, Beach Street would remain open to traffic. However, access west of the Surface Artery would be via Hudson, Tyler and Harrison (for the block west of Harrison). The street would be closed at the Chinatown Gate, except to emergency vehicles.

2. Redesign the Intersection of Kingston and Edinboro Streets

Kingston Street is often used by vehicles as a short cut to access Beach Street and avoid congestion on the Surface Artery. The intersection of Kingston Street with Beach Street, the Central Artery off-ramp and the Surface Artery is also complex and confusing for motorists and pedestrians. This option would simplify this intersection by eliminating access from these streets to the Surface Artery. A one-way loop would be formed from Kingston to Edinboro, providing access to abutting land uses.

3. Increase Enforcement of No Parking/No Stopping Regulations on Essex and Kneeland Streets as part of Traffic Relief Program

Traffic congestion on the major arteries which abut Chinatown constrains access to the area, reduces pedestrian safety and encourages vehicular diversions through residential and commercial streets. Intensive ticketing and towing is needed on these corridors to increase capacity and improve traffic flow.

4. Provide weekend enforcement

Chinatown is a vibrant community on the weekends, attracting many visitors and shoppers. This is in addition to the activity generated by activities in the Downtown Crossing. A result of this activity is a level of congestion that often exceeds mid-week conditions.

Enforcement of curb regulations and double parking is needed on weekends, particularly on Saturdays to reduce congestion on major corridors, such as Essex Street and local streets such as Beach Street and Harrison Avenue.

Long-Term Strategies:

1. Close Beach Street Exit from Central Artery

Traffic from this exit enters the intersection of Beach, Kingston and the Surface Artery, complicating the operation of the intersection. In addition, some of this traffic contributes to congestion on Beach Street. Eliminating this ramp is planned as part of the Central Artery project. It will further simplify this intersection and provide new land use opportunities.

2. Widen Essex Street/Reverse Avery Street

Access from the north and east to Downtown Crossing and the northern section of the Midtown Cultural District is difficult and circuitous. Exiting these areas to travel west and south is also problematic. The primary inbound routes are via Summer Street, Beach Street and Kneeland to Washington Street; while outbound routes use Harrison Avenue, Temple Street and West Street. Under this option a new west bound connection would be created by widening Essex Street from the Surface Artery to Avenue de Lafayette. In addition, an outbound movement would be provided by reversing Avery Street and Hayward Place. This would provide relief to streets such as Kneeland Street, Harrison Avenue and Beach Street, as well as reducing future congestion levels in Church Green and Dewey Square.

3. Protect Marginal Road from use as connector to/from regional highway network

Under the proposed Central Artery plan, westbound exit ramps are connected to Marginal Road in the vicinity of Hudson Street. This will significantly increase traffic volumes on this corridor which has many sensitive abutting land uses, such as residential units and a school. Significant pedestrian volumes also cross this corridor between the

residential community south of the Masspike and the area north of the Masspike. The exit ramps, along with new entrance ramps to the Turnpike, should be located in the vicinity of Berkeley and Arlington Streets to protect this area.

B. Pedestrian Circulation

Objectives:

Improve ease of pedestrian flow within commercial core.

Improve pedestrian connections between the Chinatown commercial core and other downtown pedestrian origins/destinations, such as the Downtown Crossing, the Midtown Cultural District and MBTA transit stations. Facilitate pedestrian crossings within the Chinatown area, particularly between the commercial core north of Kneeland Street and the residential area south of Herald Street.

Near-Term Strategies:

1. Widen Sidewalks on Beach Street

Beach Street functions as the main pedestrian corridor in the Chinatown commercial core and has significant pedestrian volumes. However, the current sidewalk width and spacing of street furniture reduces capacity and constrains pedestrian mobility at several key locations. Sidewalks on Beach Street, particularly from the Surface Artery to Harrison, should be widened to accommodate existing pedestrian volumes and potential new pedestrian trips from potential new development in the area.

2. Redesign Phillips Square Intersection

Phillips Square is a main pedestrian connection between Chinatown and Downtown Crossing. However, pedestrian crossings at this location are difficult and undefined, further complicated by vehicular traffic movements. A traffic signal with pedestrian activated control should be provided to improve pedestrian and vehicular safety. A plaza should be constructed to serve as a focal point for pedestrian activities and street events, while allowing for safe and adequate vehicular movement. To achieve this, further studies on area-wide traffic pattern and street system have to be carried out. The implementation of this option ultimately requires the resolution of construction issues related to underground areaways and utilities in the area.

3.Widen Sidewalks on Harrison Avenue

The Harrison Avenue right of way between Essex Street and Beach Street is wider than necessary for vehicular traffic. This width facilitates double parking activity on this block, rather than any useful purpose. The pedestrian environment would be enhanced by widening sidewalks on this block in coordination with the redesign of Phillips Square. An additional benefit of this measure would be to alter the character of this street and de-emphasize Harrison Avenue as a street that serves traffic exiting the Downtown Crossing area.

4.Develop guidelines/enforcement strategy for sidewalk vendors and stores to reduce sidewalk encroachment.

Commercial activity in Chinatown attracts a significant amount of pedestrians. However, encroachments on the pedestrian right of way by businesses, vendors, and storage of commercial refuse often adversely affects pedestrian mobility. This occurs on streets such as Harrison Avenue, reducing wide sidewalks to impassable areas. Measures should be taken to maintain adequate pedestrian corridors by clearly defining the pedestrian right of way relative to locations of vendors and stands, monitoring commercial refuse storage and removal, and enforcing infringement of these uses on needed pedestrian space.

5.Improve pedestrian crossing of Surface Artery at Beach.

The Surface Artery crossing at Beach Street is made difficult by traffic volumes on the Surface Artery and the width of this street.

Measures should be taken to improve the ease of pedestrian mobility at this section.

6.Improve pedestrian crossings of Kneeland Street.

Kneeland Street is an important east-west arterial that serves the downtown and provides connections to the Central Artery. However, significant north-south pedestrian movements cross this street, between the residential community south of Kneeland Street and the commercial area in and around Beach Street. Measures should be taken to improve pedestrian crossings of Kneeland Street, particularly at Harrison and Tyler.

7.Improve the general pedestrian environment.

Pedestrian mobility and safety is affected by sidewalk surface conditions. Uneven surfaces and poorly placed sidewalk furniture, such as trash cans and newspaper boxes, restrict pedestrian mobility and negatively affect safety. The placement of trees and the use of tree grates with wide opens also acts as a barrier, turning a positive urban amenity into a negative aspect. Sidewalk repairs are needed in several locations. In addition, sidewalk furniture should be located in areas that reduce intrusion into space needed for the movement of pedestrians. Tree locations should be carefully considered in this context and grates should be used that have narrow slit openings.

C. Parking

Objectives:

Increase off-street parking opportunities for residents and visitors. Ensure proper use of on-street resident parking and meter spaces.

- Near-Term Strategies:

1.Encourage rate structures and other measures at existing off-street lots that ensure adequate short-term supply.

Off-street parking offers a viable alternative to meet some of the parking needs of the Chinatown community. This could improve parking availability with existing resources and, as a secondary benefit, reduce the occurrence of double parking. Agreements should be made with existing lot operations to cooperate with area businesses and to charge rates that are conducive to short-term parking. This approach is already being used with several restaurants and the Shopper's garage on Beach Street. Parking validation programs with area businesses should be expanded and enhanced.

2.Provide necessary enforcement of on-street regulations.

Abuse of metered spaces and loading zones decreases the availability of curb space for these uses. This activity, in turn, produces double parking that impedes traffic flow and reduces pedestrian safety. Enforcement should be adequate to ensure compliance with resident parking regulations and to achieve desired turn-over at metered spaces and loading zones.

Long-Term Strategies:

1. Include Chinatown resident and short-term parking spaces in new commercial development projects

Resident parking is in short supply in Chinatown, particularly in the area abutting the commercial core. Any increases in the currently low auto ownership rate could not be met by the on-street supply. Expansion of short-term parking opportunities is also desirable. New parking resources should be developed to satisfy existing residential and retail needs and to anticipate future demands. New commercial developments should include spaces for use by Chinatown residents and visitors/shoppers. These spaces should be either specifically designated for these uses or joint use spaces that are coordinated with private commuter parking spaces. New residential developments should find parking to meet their demands satisfactorily.

2. Provide shuttle services from lots/garages

While existing lots and garages provide opportunities to meet Chinatown's parking demand, additional measures should also be explored. In particular, the use of parking facilities on the periphery of Chinatown should be encouraged, reducing parking demand in the commercial core and traffic volumes on these streets. Shuttle bus service should be provided from these remote locations to serve the Chinatown business district. This service should be coordinated with needs of residents and the Midtown Cultural District to maximize patronage.



D. Commercial Vehicles

Objectives:

Maximize efficient curbspace use of commercial vehicles.

Encourage use of off-street loading facilities.

Near-Term Strategies:

1.Designate common loading areas in commercial area

Most business in Chinatown rely on on-street loading areas to meet their needs. However, existing loading zones are not well located to meet demands.

2.Provide enforcement to encourage access to loading areas

Commercial vehicles are often observed parked in loading zones for excessive amounts of time, reducing the availability of these spaces for loading purposes. Also, non-commercial vehicles often park in loading zones, further reducing their accessibility. Enforcement should be provided at a level to ensure that commercial vehicles have access to designated loading areas for weekday and weekend loading activities.

Long-Term Strategies:

1.Ensure that new development projects provide adequate off-street loading facilities

Most existing commercial land uses in Chinatown rely on on-street loading areas. New developments offer the opportunity to perform this activity off-street in a fashion that does not impede access and traffic flow. Off-street loading docks should be provided in all new developments that adequately serve these buildings without affecting traffic flow on adjacent streets.

E. Public Transit and Private Transportation Services

Objectives:

Provide transit services that are compatible with the needs of residents and visitors/shoppers to Chinatown. Coordinate private transportation services.

Near-term Strategies:

1. Develop and distribute bi-lingual transit information

Many residents and patrons of Chinatown are not English speaking. However, current transit maps and literature is not translated into any Asian languages that would facilitate their use by non-English speaking residents, visitors or shoppers.

2. Designate on-street drop-off/pick-up location for worker shuttle vans

Restaurants in suburban communities pick-up and drop-off workers on a regular daily basis. However, no spaces are provided to meet this demand. As a result, the vans double park and are a source of congestion. Drop-off/pick-up locations should be designated in an area on the periphery of the Chinatown commercial core, but convenient for workers and drivers.

Long-term Strategies:

1. Develop off-street drop-off/pick-up locations for worker shuttle vans

The need to provide adequate areas for the restaurant van activity should also be examined in a long term context. Consideration should be given to potential sites for off-street loading areas for this important service. New land available from the Central Artery project or other projects in the area should be examined for potential use as off-street drop-off/pick-up locations. The locations may offer opportunities to reduce further the impacts of the vans and increase convenience to the workers.

2. Develop Surface Bus Transit Node at Chinatown Gate

Several local and express bus routes have stops on the surface Artery near Kneeland Street. This location exacerbates traffic congestion during the PM peak period as uses conflict with right turns from the Surface Artery to Kneeland Street. Consideration should be given to relocating these stops to the land made available by closing the Beach Street off-ramp, providing benches, kiosks and other pedestrian amenities at this location.

3. Incorporate transit service needs of Chinatown community and business area into proposed transit projects

The transit system that serves the Chinatown community will also experience significant change in the long term. This includes potential new services, such as the proposed South Boston Piers connection to the Green Line and the Washington Street Replacement Service. It is important that the construction of these projects is conducted in a manner that is sensitive to Chinatown, with adequate opportunities for community input. Also, the services themselves should reflect the transit needs of the Chinatown neighborhood and improve access into and out of this area.

F. Development and Infrastructure Construction

Objectives:

Mitigate negative traffic, parking and construction impacts of new developments and transportation projects. Maximize transportation benefits to community.

Near-term/Long-term Strategies:

1. Monitor and participate in the review/design process for development projects

Chinatown is sensitive to the potential impacts of new development. Several major new projects are planned on the periphery of this neighborhood that could have significant effects during construction and after completion. Measures should be taken to ensure that construction impacts are minimized and agreements are formalized through Construction Management Plans. This includes traffic congestion, parking losses and site related issues, such as the

storage of materials and construction vehicles; environmental impacts; and, worker parking issues.

Negative impacts of new commercial development projects should be minimized through Transportation Access Plan agreements. Joint parking uses with abutting Chinatown residents and visitors/shoppers and measures to reduce traffic impacts should be developed and implemented. Residential projects should always provide adequate parking for the new demand; consideration should be given to on-site and off-site solutions.

2. Monitor and participate in the review/design process for transportation projects

New transportation projects, such as the Central Artery, will also have a significant effect on the quality of life in Chinatown. This includes disruption during construction as well as the significant changes to access that will occur with the completion of these projects. Measures should be taken to ensure that construction impacts are minimized and agreements are formalized through Construction Management Plans. This includes traffic congestion, parking losses and site related issues, such as the storage of goods/materials, environmental impacts and worker parking issues. Projects should maximize the needs of the Chinatown community, improve existing pedestrian connections and reduce current vehicular congestion.

3. Promote Central Artery design that maximizes land use goals of Chinatown community

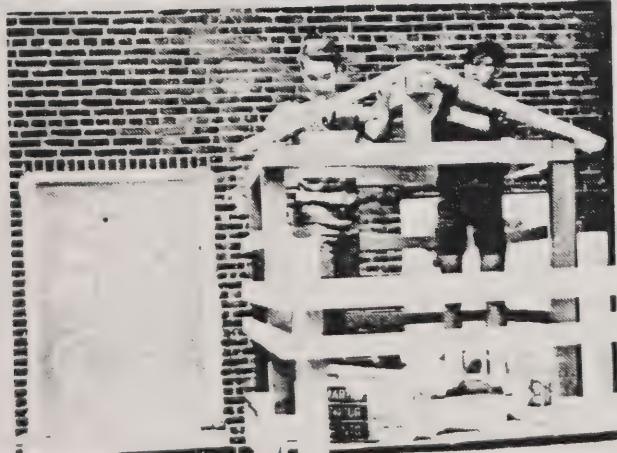
The Central Artery is one of the constraints on growth of the Chinatown community. It forms a boundary that limits expansion of the residential community and restricts pedestrian access between this community and other abutting areas. Measures should be taken to maximize the potential land use benefits of this project, providing new, usable parcels for Chinatown. Ramp configurations should promote the development of new land uses that are desirable to Chinatown community and encourage easily accessible pedestrian connections.

CHINATOWN STREET CLASSIFICATION

BOSTON TRANSPORTATION DEPARTMENT



VII ACHIEVING THE PLAN



VII. ACHIEVING THE PLAN



The Chinatown Community Plan establishes the policy intent and commitment of the City and the community to preserving a unique historic neighborhood and reinforcing its continued development as a residential, commercial, and service center for the Asian community while contributing to the common heritage of the City. However, the Plan by no means represents a closed-ended process with a finite set of solutions and answers etched in stone. Instead the plan shapes the course of future actions by establishing common goals and objectives, developing guidelines, identifying viable options and resources, and setting in motion key public and community initiatives. To address the wide range of complex issues and the dual challenges of growth and preservation, other strategies and actions will continue to evolve within the objectives, guidelines, and alternative strategies established in the

Chinatown Community Plan. The key public and community initiatives supporting the Plan are:

- A. Zoning Amendments
- B. Chinatown Housing Improvement Program
- C. Neighborhood Economic Development Initiatives
- D. Chinatown Beautification Program
- E. Capital Improvements, Street Repairs, and Watertable Monitoring Study
- F. Chinatown Traffic Improvement Program

A. Chinatown District Zoning Amendments

New zoning provisions are specifically established for the Chinatown neighborhood as a means to implement the Chinatown Community Plan. These zoning amendments set forth the legal guidelines for building height, density, and land use for future development in Chinatown.

Business and Economic Development: Neighborhood businesses are encouraged to expand into the old Combat Zone area and the Hinge Block, and major new and large scale commercial and mixed-use development is under consideration for the Gateway site, providing jobs and economic expansion and growth. Specifically, the zoning plan provides density incentive for the development of community services for long-term use; neighborhood business opportunities in large commercial development; and expansion opportunities for existing business in the commercial core of Chinatown.

Land Use and Urban Design: To protect the existing commercial and residential mixed-use environment of Chinatown, a number of uses have been selected for regulation by floor. Chinatown is a neighborhood in which uses vary by floor; a store may be in the basement, a restaurant on the first floor, and residences above. Vertical zoning allows for commercial establishments on the lower levels, while protecting the residences above. Furthermore, certain uses are regulated by gross floor area to provide for large-scale establishments, while maintaining the rich variety that distinguishes the neighborhood and results from the many modestly-scaled businesses.

Uses that are regulated by floor and by size include community retail, community facility, cultural activities, education, general retail, office, service, take-out, and trade shop. Restaurant uses are regulated by floor area only.

Appropriate design guidelines are also proposed which require building set-backs to enhance the continuity of streetscape. To help avoid blank walls and reinforce street-level activities and the vitality of the pedestrian environment in the Beach Street and Harrison Avenue commercial core of Chinatown, a minimum 60 percent transparency guideline is proposed for the street wall of a ground floor establishment with more than 5000 square feet of gross floor area.

Open Space Districts: To protect and expand public parks, recreation areas, and green spaces in Chinatown, four permanent open space zones are proposed: the Gateway Park and the Gateway Park Expansion Area in the Commercial Chinatown area, the Tai-Tung Park (116 Tyler Street) in the Residential Chinatown area, and the Pagoda Park in the Chinatown Gateway area.

The Gateway Park will be expanded when the Beach Street exit ramp is closed. New parks and other outdoor amenities will be added, along with housing, to the new strip of land east of Hudson Street that will be created by the realignment of the Southeast Expressway. Additional open space areas may be designated as a result of the comprehensive planning study for the Turnpike Air-Rights and Chinatown Gateway Special Study Areas. Creative provisions for open space will be required with each new housing development.

As-Of-Right Height and Density Regulations: With the exception of the protection areas (see below), special study areas, and planned development areas, a proposed project within Chinatown, is allowed an as-of-right building height of 80 feet (6 stories) and FAR 6 (gross floor area about 6 times the building site).

With design approval, building height can increase to 100 feet (8 stories) and building density to FAR 7, except in the Institutional Subdistrict where building height can increase to 125 feet (about 9 stories with higher floor-to-floor clearance required for medical facilities) and density to FAR 8. These regulations will protect the scale and character of the residential, commercial, and institutional areas in Chinatown, while providing room for further growth and expansion.

Protection Areas: The historic and cultural legacies of Chinatown's buildings and streets will be preserved while allowing for incremental changes through the creation of three Protection Areas. These include Liberty Tree National Register District, the Beach/Knapp Street National Register District, and the Historic Chinatown area.

The Historic Chinatown area has retained the tight-knit urban scale that reflects the neighborhood's origin dating from the 19th century. Most of

the area has been developed on 20' x 70' lots originally divided for row houses. The streets are mostly between 25' and 40' wide, including sidewalks. More than 90 percent of existing buildings are 65' high or less, and all are under 80'.

Building heights will follow the historical precedent of 65 feet (5 stories) while building densities will be limited to FAR 6. With design approval, building height and densities can reach 80' (about 6 stories) and FAR 7. Within these areas building design must be sympathetic to the historic fabric of the area.

Planned Development Area: To allow growth that will benefit the Chinatown community, the new zoning designates Planned Development Areas (PDA) in the Residential Chinatown area, the Turnpike Air-Rights, and the Chinatown Gateway areas. A PDA is an area where a more flexible zoning law is established to encourage desirable, large-scale growth on under-utilized sites. The purposes of establishing PDAs are: to encourage the creation of affordable housing, open space, and cultural facilities; to create community facilities and provide community services; to furnish day care facilities; to provide for neighborhood economic development and commercial expansion which is compatible with adjacent uses, and to provide connections between Chinatown and adjacent areas of the city.

Each proposed project must adhere to a development plan which is approved only after public hearings by the BRA and the Zoning Commission. Upon approval, a project within a PDA can increase its building height and density to 175' and FAR 6 in PDA I, Residential Chinatown; 250' and FAR 6 in PDA II, Turnpike Air-Rights; or 300' and FAR 10 in PDA III, Chinatown Gateway/South Bay Interchange.

Both PDAs in the Turnpike Air-Rights area and the Chinatown Gateway area are also designated as Special Study Areas to allow for continued planning analysis and refinements before permanent zoning regulations are recommended.

Special Study Areas: Comprehensive planning studies will be conducted for three Special Study Areas in Chinatown: the Tyler Street Special Study Area, the Massachusetts Turnpike Special Study Area, and the Chinatown Gateway Special Study Area. All three areas face major changes as a result of the transportation construction projects which are still in the planning stage including: the reconstruction of the Central Artery affecting Hudson Street and Kneeland Street; the Orange Line Replacement Service impacting the Massachusetts Turnpike Air-Rights area; and the new ramps off Marginal Road and Herald Street.

proposed by the city to avoid congestion of neighborhood streets by regional traffic generated by the reconstructed Central Artery. In addition, all three areas offer the possibility of accommodating redirected and controlled institutional expansion away from the Chinatown core, while contributing to the quality of life for the nearby residential neighborhoods.

Permanent zoning regulations for the Special Study Areas will be proposed at the end of the studies. The planning goals and objectives for these areas are:

- Tyler Street Special Study Area: balance and integrate institutional development, housing, community services, and businesses.
- Chinatown Gateway Special Study Area: balance the different needs for housing resources, economic diversification, entrepreneurial development, open space, and possibly institutional growth.
- Turnpike Air-Rights Special Study Area: extend the existing residential areas and create community services and open space to benefit the abutting communities, including Chinatown, South End, and Bay Village.

Institutional Master Plan: The new zoning requires institutions in the area to submit master plans for their proposed development projects. The Institutional Master Plan will be approved by the city only if it is consistent with the Chinatown Community Plan. Neighborhood groups will be provided with 60 days to review a proposed institutional master plan prior to any City approvals.

Following the adoption of the Chinatown Zoning Amendments, the master plan effort will continue for the three Special Study Areas established in the zoning provision. Planning for the Tyler Street Special Study Area will be conducted in conjunction with the institutional master plan being prepared by Tufts University. Planning for the Chinatown Gateway Special Study Area will be conducted in conjunction with the comprehensive plan for the Central Artery Corridor. Planning for the Turnpike Air-Rights Special Study Area will be conducted in conjunction with both the Central Artery Project and the Orange Line Replacement Service Project. At the conclusion of these special master plan studies, which will be developed within the framework established in the Chinatown zoning provision, further refinements will be recommended regarding building heights, density, uses, design guidelines, and requirements for the designation of Planned Development Area (PDA) in the Chinatown Gateway and the Turnpike Air-Rights subdistricts. Future air-rights development in both of these subdistricts will demand financial

as well as political resolutions on the part of the State, the City, and the community.

B.Chiatown Housing Improvement Program (CHIP)

The Chinatown Housing Improvement Program was initiated in 1988 with the tentative designation of two community-based developers, the R-3A Associates Limited Partnership and the Asian Community Development Corporation, as housing developers for Parcels A and B on Oak and Washington Streets in Chinatown. In addition, the development plan for a first-class community service facility on the adjacent Parcel C bounded by Ash and Oak Street is being finalized to provide essential support services to the immigrant residents. The final realization of all three projects will hinge on creative financing and programming that will optimize current financial resources.

Aside from targeting linkage payments generated by the neighboring institutions and developments in the Midtown Cultural District and the South Station Economic Development Area, other public, private, and community resources will be aggressively pursued. Presently, a \$500,000 up-front linkage contribution targeted to Chinatown will be made by the developer of the One Lincoln Street project with the execution of its sale and construction agreement with the City. Upon approval by the Neighborhood Housing Trust, these monies will be utilized to help cover the front-end development cost of the on-going CHIP projects.

In addition, the BRA, working with the CNC, is encouraging the neighboring institutions to explore programming, design, and financing alternatives that will address institutional needs while facilitating the timely development of Parcels A, B, and C. One of the options being studied is leasing or jointly developing an underground garage serving the parking needs of the residents, service clients, and institutional users.

To further insure the long-term commitment of housing linkage payments benefiting Chinatown as a neighborhood directly impacted by developments in the nearby Midtown Cultural District, the Boston Crossing and Commonwealth Center projects will be submitting Housing Creation Proposals pledging \$20 million for affordable housing in Chinatown. In addition 10% of Housing Contribution Grants from developments in the Midtown Cultural District are reserved for the construction of affordable housing for the Chinatown neighborhood. This is in keeping with the City's policy to provide quality housing for

low- and moderate-income households and reduce over-crowding in Chinatown.

C.Neighborhood Economic Development Initiatives

The One Lincoln Street Parcel-to-Parcel Project is entering its last phase of pre-construction activity, following the final designation of its developer, the Metropolitan/Columbia Plaza Venture. The project is scheduled to break ground in the last half of 1990. The estimated completion date is late 1992. This \$325 million project will immediately trigger a string of economic resources and opportunities specifically targeted to the Chinatown and Roxbury communities. These range from 2,000 construction jobs, 4,000 permanent jobs, and neighborhood business development to resources for 100 childcare slots, a \$100,000 challenge grant to be matched by public and private funds for training minority members in real estate development, and a community development fund. In addition, \$900,000 in jobs linkage will be contributed to create language and skill training programs targeted at the Chinatown and Roxbury communities, while creating opportunities for community-based service agencies and operators. To this end, the City's Office of Jobs and Community Services has been working closely with the developer and the two communities throughout the project development process.

Meanwhile, the City, working with Chinatown, Leather District, and South Boston communities, is evaluating the preliminary development proposals submitted for the South Station Technopolis Center. The winner will receive tentative designation from the BRA as the developer for the mixed-use project. Final designation will be granted only when the proposal successfully completes the development and environmental review process, after submitting additional materials as required. The final implementation of this future-oriented project by the BRA will require coordination and collaboration over time with the MBTA, the BTD, and the State Department of Public Works.

Depending on the outcome of development and impact review, the Chinatown and the South Boston communities will have equal access to the resultant economic opportunities and resources. These may include approximately \$2m in job linkage contributions, and over 100 childcare slots. In addition, more than 6,000 permanent jobs and 6,000 construction jobs will be required to comply with the city's job policies requiring efforts by developers to provide employment opportunities for women, minorities, and residents.

All developments will include a Boston Residents Construction Employment Plan, requiring efforts by the contractors to provide 50% of the total employee worker hours in each trade by bona fide Boston residents, 25% by minorities, and 10% by women. All developments will also include an Employment Opportunity Plan requiring efforts to provide a minimum of the employment opportunities to be made available to Boston residents. A First Source Agreement with the Mayor's Office for Jobs and Community Services will require employers to use the services of the "Boston for Boston" placement office sponsored by the Private Industry Council in recruiting permanent employees from Chinatown, South Boston, and other neighborhoods.

D.Chiatown Beautification Agreement

Implementing the multi-party Chinatown Beautification Agreement involves the active participation by several city agencies and community organizations including the Code Enforcement Program, Inspectional Services Departments' Health Division and Rodent Control Division, Public Works Department, the Boston Transportation Department, and the Mayor's Office of Neighborhood Services. Community organizations participating in the Agreement are the Chinese Economic Development Council together with the Chinatown Beautification Committee, the Chinese Consolidated Benevolent Association, and the Chinatown-South Cove Neighborhood Council. All signatory parties agree to meet regularly to review and monitor progress and coordinate additional efforts.

To increase public awareness, which is fundamental to enforcement, all parties also agree to work with local media outlet to publicize on-going beautification efforts and educate Chinatown visitors, residents, and business about rules, regulations, and sanctions. Following the signing of the Agreement, about 400 new rodent-proof trash barrels were distributed to Chinatown businesses and residents under a city pilot program. On-going efforts in public education and code enforcement have been carried out and continue to date, including a special video program on the Chinatown environment presented by the Chinatown Beautification Committee during the day-long August Moon Street festival in 1989. To help finance the community's effort, long-term funding support is being sought from public agencies and private foundations.

E. Capital Improvements, Street Repairs, and Groundwater Monitoring

Future City capital budgets must include funds for systematic improvements to Chinatown streets, sidewalks, parks, and public areas. In addition, the Boston Department of Public Works (DPW) will continue regular upkeep, as part of its annual maintenance program of street repaving, patching, and lighting. Immediate attention should be given to critical problem areas identified by the CNC and the BRA to date. These include the following:

Repaving/Patching	Edinboro Street Knapp Street Oxford Street
Lighting	Edinboro Street Above ground installation: Tyler Street Hudson Street-rear of YMCA Interim Lighting: Oak Street from Harrison Avenue to Maple Place
- Drainage	Oxford Street Knapp Street Corner of Beach Street and Harrison Avenue

The city's capital improvement programs should further provide for the redesign of Beach Street, from the Chinatown Gateway to Washington Street by the DPW, and for the redesign and reconstruction of Harrison Avenue between Phillips Square at Essex Street and Kneeland Street. Both of these capital improvements has to be executed in conjunction with the traffic improvement plan implemented through the Boston Transportation Department. To improve the Eliot Norton Park located at the junction of Mass. Pike Tower, Tremont Village, and South Cove Plaza, \$2,751,000 has been allocated by the Office of Capital Planning. The redesign and engineering work will be carried out by the BRA, construction by the Boston Parks and Recreation Department. The execution of this project is tied to the final routing, the transportation mode, and the location of the portal selected for the Orange Line Replacement Service. Additional capital budgets should be allocated for necessary improvements to Parcels A, B, and C, designated for the development of housing and support services. City funds should also be made available for the improvement of Quincy School terrace, including support from the City's Public Facilities Department. On-going repairs to the Chinatown Gateway structure at Beach street were made possible by a combination of funding and technical assistance from the

City's capital improvement program, the Browne Fund, and the community.

Meanwhile, the Ground Water Trust, an entity created by City Ordinance, is reviewing the draft report on water table monitoring prepared by the City's consultant, Stone and Webster Engineering Company. The final report is expected in Spring of 1990. Findings and recommendations will help finalize the design of a water table monitoring network throughout Back Bay, Fenway, Beacon Hill, South End, and Chinatown.

F.Chiatown Traffic Improvement Program

To address existing and future transportation issues affecting Chinatown, both near- and long-term strategies have been identified in the Chinatown Transportation Improvement Plan developed by the Boston Transportation Department (BTD) through a community process. These strategies require collaborative efforts by the City, the State, the private developers, and the community. Several of the improvement options identified in the Plan are targeted for near-term implementation. These include changes in circulation, increased enforcement on arterials abutting the commercial district, and minor sidewalk repairs.

Beach Street Trial Improvement Program: To reduce regional and by-pass traffic on Beach Street, the BTD is currently working with the community to implement a 60-day trial improvement program that will prohibit vehicular access to Beach Street through the Chinatown Gateway. A temporary sidewalk will be constructed and several break-away stanchions will be erected. Concurrent with the Beach Street circulation experiment, regulations will be changed. Curb regulations in the Beach Street area will be revised, while meters on Beach Street between the Surface Artery and Harrison Avenue will be eliminated to provide additional loading zones. These trial improvements will be accompanied by enforcement of traffic and parking codes. During the trial period, BTD will monitor and assess the circulation and access impact on abutting businesses and residents prior to recommending permanent implementation. It is anticipated that the trial program will begin in May, following public notification.

Improvement Options Pending Additional Resources: Several other improvement measures have gained community support, but resources are currently not available for implementation. These include placing cadets at key intersections; providing enforcement personnel on weekends; and extending the Traffic Relief Program to Kneeland and Essex Streets.

Options Requiring Further Analysis and Engineering: Several improvement options that are being pursued require further engineering studies, approvals, and public review. These include discontinuing a short section of Kingston Street to make a one-way loop connection out of Kingston (south of Essex) and Edinboro; the design of the intersection at Phillips Square; improving sidewalks along Beach Street and Harrison Avenue; developing alternative drop-off/pick-up locations for the restaurant shuttle vans; and providing bilingual maps and transit information in coordination with the MBTA and the Midtown Cultural District Task Force to promote Chinatown businesses and the use of convenient transit access.

On-going Efforts: Several primary issues are being addressed through on-going efforts. These include negotiating fee structures and a validation program with existing off-street facilities to encourage short term parking; and pursuing necessary changes in the parking freeze regulations to provide joint use of off-street private spaces by residents and visitors and conducting a feasibility analysis of a parking shuttle service to remote garages in the area. In addition, the community and the city will participate in a development review process and the planning of transportation systems to protect Chinatown from adverse traffic impact while maximizing benefits to the community. Important issues to be addressed are: the Herald Street and Marginal road ramps reducing through traffic from neighborhood streets; the closing of the Chinatown exit ramp at Beach Street; the design of the widened Essex Street and potential pedestrian impacts; and construction impacts of the Washington Street Orange Line Replacement Service and of the proposed South Boston piers transit connection with Boylston Street.

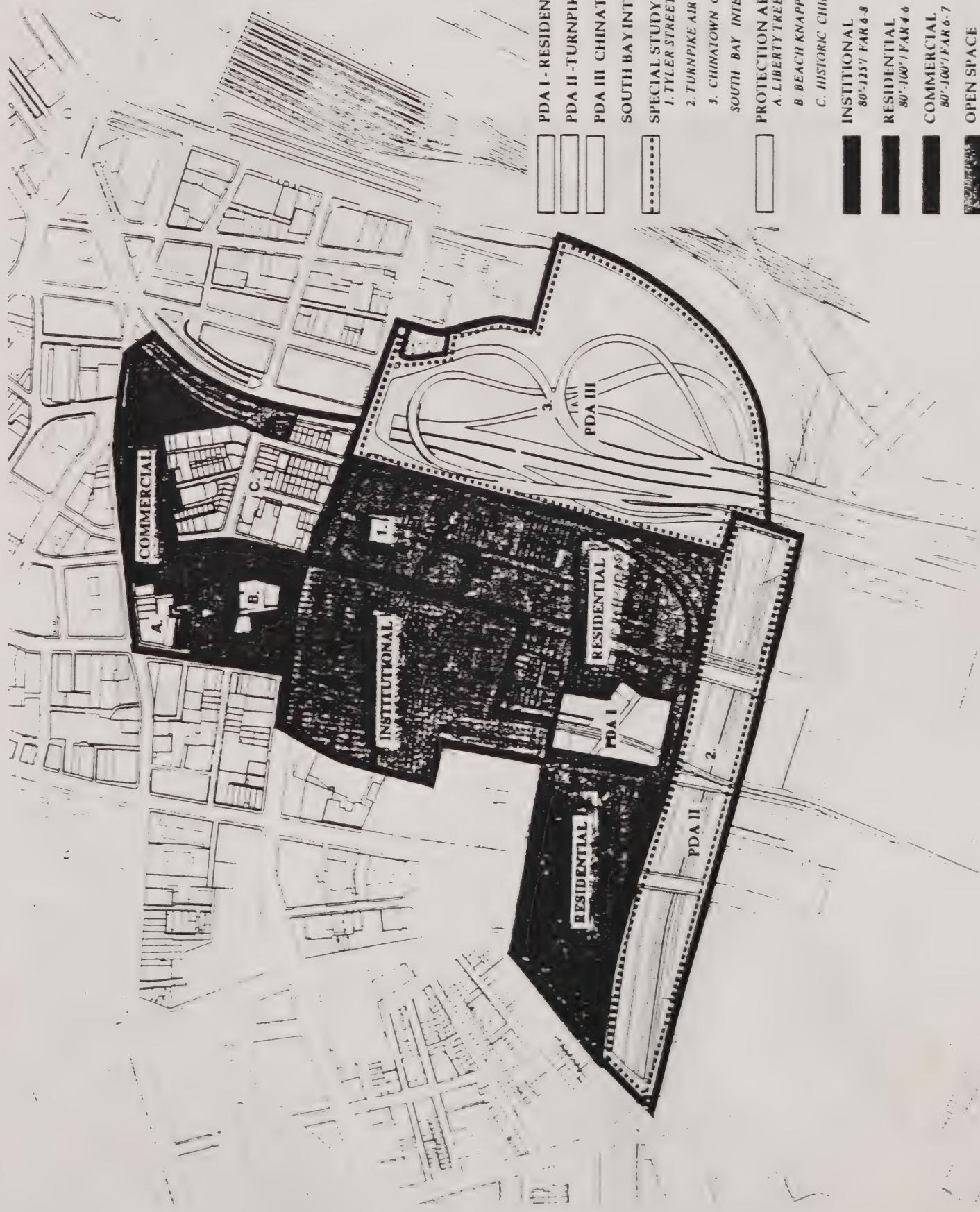
During the course of the master plan development, other community initiatives have also been launched. The Asian American Chinatown Business Association was organized by a number of leading Chinatown merchants and businesses to focus on actively promoting Chinatown businesses and improving the commercial environment. The Asian Community Development Corporation has been exploring with the Council for Economic Action the idea of setting up a resource center for Asian small businesses.

Further collaborative initiatives by the public agencies, community organizations, and private entities will be necessary in order to pursue various actions and strategies identified in the plan. These include, among others, the systematic monitoring and control of water table problems, a moderate home repair program, commercial and housing rehabilitation, tenant education, a neighborhood historical survey and a

demonstration project for streetscape improvement and historic preservation.

Achieving the long-term success of the Chinatown Community Plan will have to draw from the collective commitment, initiative, and ingenuity of the community, public sector, and private entities. Continued efforts in community empowerment, education, capacity building, and proactive participation are essential. With the community eventually owning over half of the land area in Chinatown as a result of implementing the Chinatown Housing Improvement Program, the future of Chinatown will be affected not only by public policies and private actions but also by the choices made by the Chinatown community.

CHINATOWN ZONING



VIII ACKNOWLEDGEMENT



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The Chinatown Community Plan was developed with the assistance of the Chinatown-South Cove Neighborhood Council, with the support of other neighborhood groups, leaders, and advocates.

Thanks should be given to the members of the current council from 1988 to the present.

Edward Chiang, Co-Moderator
Will Moy, Co-Moderator
Sister Ruth Marie O'Donnell, Co-Moderator
Pancho Chang, Treasurer
Neil Chin, Clerk
Frank Chin
Joe Chin
Lucy Chin
Richard Chin
Robert Guen ~
Peter Jae
Chau Ming Lee
Henry Szeto
Mary Wilson-McEntee
Frank Wong
Peter Bak Fun Wong
Davis Woo
Lai Young
George Joe, Executive Director

Thanks are also given to the members of the council from 1985 until 1988.

Carol Lee, Co-Moderator
Suzanne Lee, Co-Moderator
Mary Wilson-McEntee
David Wong, Co-Moderator
Davis Woo
James Yee
Shirley Mark Yuen
Marilyn Lee-Tom
Executive Director, 1986-1987
Tarry Hum, Executive Director 1987-1988
Stephen Yee, Secretary
Yuk Sung, Treasurer, 1985-1987
Peter Bak Fun Wong, Treasurer, 1987-1988

Claire Ambrosini
Peter Chan
Frank Chin
Richard Chin
Warren Eng
Fanny Kwan
Chau Ming Lee
David Ng
Marilyn Lee Tom, Executive Director, 1985-1987
Tarry Hum, Executive Director, 1987-1988

Critically important to the development of the community plan was the work of the council's Master Plan AD HOC Committee and the Land Use and Development Committee.

Master Plan AD Hoc Committee 1987-1988
Pancho Chang
Tarry Hum
Carol Lee
Kenneth Yee
Stephen Yee
Tunney Lee, Advisor
Lawrence Cheng, Advisor
Philip Herr, Consultant

Land Use and Development Committee 1988-Present
Bill Moy, Chair
George Joe
Neil Chin
Robert Guen
Peter Jae
Tunney Lee

CNC Master Plan advisors and consultants were:
Lawrence Cheng
Tom Chung
Phillip Herr
Tunney Lee
Jeffrey Young
MIT Urban Design Studio
Ron Armsted
Beatrice Bernier
Daniel Glen
Julie Johnson
Myung-hwan Kim

Jay Lynch
Conrad Margoles
Harold Raymong
Ric Richardson
Jean Reisman
Ann Roise
Paula Schnitzer
Obukohwe Urhiae
Mt. Auburn Associates
Matthew E. Maciver

Other Chinatown community members who contribute to community-based planning process were:

Cathy Anderson
Esther Ang
Edlain Chang
Nancy Chen
Jean Chin
Elena Choy
Doris Chu
Fred H. Dow
Amy Goon
Gerald Heng
Henry Law
Harry Lee
Regina Lee
Thomas Lee
Andrew Leong
Robert Leung
Lawland Long
Peter Luu
Jim Mark
Carlton Sagara
Carrie Tang
Jason Tong
Charlene Tze
Elizabeth Wing
Howard Wong
Daniel Yee
William Wong
Marilyn Wu
Ming Yea Sung
SAMPAK
Central Daily News
World Daily News
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Manlyn Wu
Ming Yea Sung
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Boston Transportation Department
Richard Dimino
Chi-Hsin Shao
Joseph Baggen

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Donald Gillis
John Rerdon
Yon Lee

Boston Redevelopment Authority
Ting-Fun Yeh
Director of Planning, Chinatown
Editor-in-Chief
John Avault
Jill Bard
Joan Beard
Patrice Berens
Mary Bourgnignon
Linda Bourque
Jefferey Brown
Rita Caviglia
Ted Chandler
Elena Choy
William Costa
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Alexander Ganz
Kuen S. Huang
Michael Kau
Gerry Kavanaugh
David Keto
Jim Kostaras
Bob Kroin
Karen Leonard-Muse
Katina Leodas
Sheila Mait
William McCarthy
Ricardo Millet
Dan Moon
Tom O'Malley
Julie O'Neil

Deborah Oriola
Gregory Perkins
Ellen Pinkos
Veronica Quirk
Paul Reavis
Homer Russell
Muhammad Abdus-Sabur
Peter Schlesinger
Eric Schmidt
Mary Shelton
Joan Smith
Becky Stevens
Pamela Wessling

Consultant
McCormack Institute, University of Massachusetts, Boston
Tippets-Abbett-McCarthy-Stratton (TAMS)
Henderson Planning Group
Tom L.N. Chung, Ph.D.

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Chinese Progressive Association
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Quincy School Community Council

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Reports and Studies The following reports and studies were prepared during the development of the Chinatown Community Plan.

Chinatown Business Survey
Deborah Oriola, Gregory Perkins, BRA Policy Development and Research Department, 1988

Chinatown Community Service Needs Assessment and Feasibility Study for a Community Service Facility
Henderson Planning Group in association with Tom Lun-nap Chung, Ph.D., commissioned by the BRA, 1989

Chinatown Housing Survey
Gregory Perkins, Deborah Oriola, BRA Policy Development and Research Department, 1987

Chinatown User Survey
Deborah Oriola, Gregory Perkins, BRA Policy Development and Research Department, 1988

Chinatown Transportation Study
TAMS, 1988

Chinatown Land Use Survey
Mary Bourgnignon, BRA Policy Development and Research Department, 1988

Chinatown 2000
Urban Design for Community Growth, MIT Urban Design Studio 1988

Designing an Entrepreneurship Development Strategy for Chinatown
Peter Kwass, Mt. Auburn Associates, commissioned by the CNC, 1988

Job Expectations and Opportunities of Asian American Clients
Tom Lun-nap Chung Ph.D., commissioned by the CNC, 1987

Outlook for the Boston Economy 1990-2000
BRA Policy Development and Research Department, 1990

Strategic Housing Plan for Chinatown
Housing Education Program and Adaptive Housing Project, Matthew E. Macluer, Coler & Colantonio, Inc., 1989

APPENDIX

APPENDIX A

QUESTIONS AND ANSWERS: CHINATOWN COMMUNITY PLAN

By CNC Master Plan Ad Hoc Committee, 1987

1. How Is the Chinatown community defined?

Chinatown is not exclusively defined by geographic boundaries. Chinatown has unique ethnic, cultural, social and political ties to Asians throughout the Greater Boston and New England area. In addition to Chinatown residents, the community is comprised of service providers, community organizations, business proprietors and those seeking services and patronizing businesses.

2. What Is the "Chinatown Community Plan"?

The Chinatown Community Plan is a comprehensive development plan which addresses social, economic and environmental concerns of the Chinatown neighborhood. The Chinatown Community Plan is a product of an open and broad-based community process focusing on consensus building among diverse and interested parties. As a result, a set of common intentions which underline actions and strategies are produced. The Chinatown Community Plan can be an important tool for community empowerment for it provides the community with the opportunity to take a proactive position in defining community needs, concerns, and priorities.

3. Why do we need a Chinatown Community Plan?

There is a need for a proactive community-based planning process rather than the historical reactive position of the Chinatown community in city planning.

Presently projects and plans of major impact on the neighborhood are taking shape in and around Chinatown including St. Margaret's Hospital for Women's proposal to relocate to the Oak/Washington/Nassau Street site; the Kingston-Bedford/Essex Street project (Parcel to Parcel Linkage); the Midtown Cultural District plan; the Central Artery and Third Harbor Tunnel project; and the Orange Line replacement service, among others.

The Chinatown Community Plan provides a central reference for evaluating and shaping public and private actions. Timing is crucial. The strategic location of Chinatown invites public attentiveness at this

The strategic location of Chinatown invites public attentiveness at this particular juncture of city planning and development. Above all, the Chinatown Community Plan is a timely response to a crisis which represents both danger and opportunity to the neighborhood.

4.What can we expect as the end product of the planning process?

The end product will be a printed document which describes problems, challenges, community needs, objectives and potential actions, and long-term and short-term strategies.

Although the Chinatown Community Plan will not directly produce projects or actions to fulfill objectives identified in the plan, it will establish a framework and guidelines for private, public and community actions in support of the goals and objectives outlined in the plan.

When the Chinatown Community Plan is endorsed by the community at large, the plan also serves as a leverage for community benefits and control. In addition, the plan can also serve as a source book or reference guide for developers as well as the community in formulation projects and designing public benefits.

5.Why Is broad-based community participation critical?

Broad-based community participation is critical because the grassroots planning process is an opportunity for the community to take a proactive role in identifying concerns and defining strategies in support of a community agenda.

Broad-based community participation allows for a planning process which will include all the various interests and needs. It will contribute to the legitimacy of the plan and lend to its strength as a community agenda. Broad-based community participation will facilitate a meaningful consensus building process that will bring about community unity and contribute to the soundness of the plan.

6.What are some of the major barriers to a successful community plan?

A community plan can be undermined to various degrees by:

- community apathy;
- insufficient communication among interested parties;

-
- lack of substantive broad-based consensus and support on visions, objectives and goals;
 - lack of sufficient resources including capital (land and money) and human resources;
 - lack of public and private support and cooperation;
 - disbelief or mistrust among participants.

7. How can community members participate in the planning process?

A community member can share her/his opinions, suggestions and thoughts by taking part in various forums throughout the planning process including:

- group discussions;
- public meetings;
- working sessions;
- mail/phone exchanges;
- drop-in sessions.

Periodic updates on the community plan will be publicized through local media, newsletters, postings, flyers, slideshows, video tapes, door-to-door visits, and classroom sessions.

A community member is also welcome to volunteer her/his time and resources to facilitate the various facets of the planning process.

APPENDIX B

An Agreement
Between
City Of Boston (COB)
And
Chinese Consolidated Benevolent Association, (CCBA),
Chinatown South Cove Neighborhood Council (CNC),
Chinese Economic Development Council (CEDC), AND
Chinatown Beautification Committee (CBC)

The City of Boston and the merchants, residents and agencies of Chinatown recognize that the clean-up and beautification efforts of the community must be a mutual and cooperative one.

The City of Boston through its departments will agree to:

- (1)provide City of Boston brochures (in Chinese and in Vietnamese) on laws, regulations and penalties governing the storage and disposal of commercial and residential trash. This will include standards, criteria and time of enforcement utilized by the city's departments for enforcement, and submission of disposal plans by commercial establishments as part of health permit;
- (2)enforce ordinances and regulations for commercial and residential trash storage and disposal, and littering through the Code Enforcement Program and Inspectional Services Department;
- (3)enforce the proper disposal of commercial and restaurant grease including submission of disposal plan as part of health permit through the Inspectional Services Department - Health Division and the Code Enforcement Program;
- (4)continue regular communication between the community agencies and the Code Enforcement Program to work cooperatively on the compliance, enforcement and violations of commercial and residential trash storage and disposal;
- (5)implement a pilot program of the toter system for waste containment under the Inspectional Services Department - Rodent Control Division;

implemented. During this period, warnings will be issued. Thereafter, all violations will be fully enforced;

- (7)assess and make appropriate repairs to sidewalks as well as streets and gutters for safety and health concerns through the Public Works Department;
- (8)provide additional trash receptacles that are designed for small hand litter through the Public Works Department;
- (9)continue mechanical street sweeping on designated days and times year round (weather permitting) through the Public Works Department or their contractors;
- (10)assess and clean drains on a regular and as needed basis through the Water and Sewer Commission;
- (11)enforce ordinances of health and sanitation, and building regulations through the Inspectional Services Department;
- (12)enforce ordinances and regulations of fire safety through the Boston Fire Department;
- (13)enforce current parking regulations and parking bans for arterial street sweeping including both ticketing and towing of vehicles through the Boston Transportation Department;
- (14)study the feasibility of designating an area for parking for car-pool vehicles for pick up of workers and supplies through the Boston Transportation Department; and
- (15)provide trash bag for a two week period for residents and merchants upon request. (CCBA will distribute and educate residents and merchants the proper use and disposal.)

The Chinese Economic Development Council and the Chinatown Beautification Committee will agree to:

- (1)designate locations for the removal of the remaining flower pots and work out a maintenance plan for any remaining pots;
- (2)establish and implement an educational program for businesses, residents and visitors on proper commercial and residential trash storage and disposal, including individual as well as group meetings with all parties;
- (3)establish and implement an anti-littering campaign;

(4) establish and implement an educational program to improve the physical characteristics of the neighborhood through a joint city and private partnership, including fundraising to seek needed funds;

(5) establish "Pickin' Up the Neighborhood" clean-up and anti-littering campaigns to help educate merchants and residents about trash and littering;

(6) develop and implement positive incentive and/or award program to emphasize clean conditions/beautification efforts to continue momentum and assure continued support; and

The Chinese Consolidated Benevolent Association will agree to:

(1) work out a plan for uniform pick-up of commercial and residential trash/garbage with all its members and merchants in Chinatown in cooperation with the Public Works Department and their contractor for city trash pick-up;

(2) establish and implement a storage and disposal program with its members and merchants of commercial and restaurant grease including supporting health certificate being contingent upon approved disposal plan;

(3) establish "Pickin' Up the Neighborhood" clean-up and anti-littering campaigns to help educate merchants and residents about trash and littering;

(4) support City of Boston efforts to enforce health, safety, trash disposal and other regulations and actions to improve the quality of life in the neighborhood. The association should encourage its members and merchants to comply with health and other regulations as part of a joint community effort. Such support will not prohibit or in any way limit the ability of any individual from contesting or otherwise appealing any violation issued;

(5) establish and implement a beautification program with the city, CEDC CBC and CNC to improve the physical characteristics of the neighborhood through a joint city/private partnership; and

(6) develop and implement positive incentive and/or award program to emphasize clean conditions/beautification efforts to continue momentum and assure continued support.

The Chinatown South Cove Neighborhood Council will agree to:

(1) establish and implement an outreach campaign to inform and educate residents of the city's and CCBA, CEDC, CBC and CNC effort to maintain a clean Chinatown.

All parties will agree to cooperate fully in the implementation of this agreement and to work with the local media to publish as public service announcements the CO and CCBA, CEDC, CBC and CNC effort for a cleaner Chinatown including rules, regulations and sanctions.

All parties will agree to meet regularly to review and monitor progress as well as coordinate additional efforts.

APPENDIX C

Street Hierarchy Table
Boston Transportation Department

Street	Section	Classification	Primary Emphasis
Essex	Northern	Arterial	Westbound connection to Surface
Kneeland	Northern	Arterial	Connections to Central Artery and
Study Area.			
Surface Artery	Northern	Arterial	Connections to Central Artery
Washington (north of - Kneeland)	Northern	Collector-Feeded	Masspike ramps; local and express
Beach	Northern	Local	Connections from arterials to southern Downtown Crossing
		Commercial	and Midtown Cultural; transit
Harrison (Essex to Kneeland)	Northern	Local	Pedestrian access and service
		Commercial	needs of abutting land uses.
Tyler (Kneeland to Beach)	Northern	Local	Pedestrian access and service
		Commercial	needs of abutting land uses.
Hudson (Kneeland to Beach)	Northern	Local	Pedestrian access and service
		Commercial	needs of abutting land uses.
Edinboro	Northern	Local	Access to abutting land uses.
		Commercial	
Kingston (south of Essex)	Northern	Local	Access to abutting land uses.
		Commercial	
Oxford	Northern	Local	Parking and access for abutting
		Residential	residential land uses.
Ping On	Northern	Local	Access to abutting land uses.
Knapp	Northern	Local	Access to abutting land uses.
Washington (south of Essex)	Southern	Arterial	Connection to downtown from south and east local bus routes.
Tremont	Southern	Arterial	Connections to Masspike ramps, local points south and west.

APPENDIX C, Continued

Street Hierarchy Table

Boston Transportation Department

Street	Section	Classification	Primary Emphasis
Oak Street West	Southern	Arterial	Connection between Washington and Tremont.
Herald	Southern	Arterial	Connection to Central Artery.
Harrison (south of Essex)	Southern	Collector- Feeder	Connections between local streets and arterials; connection to parking facilities.
Marginal Tyler (south of Essex)	Southern	Local	Access to abutting land uses.
	Southern	Local	Access to abutting land uses.
	Southern	Residential	
Hudson (south of Essex)	Southern	Local	Access to abutting land uses.
	Southern	Residential	
Oak	Southern	Local	Access to abutting land uses.
	Southern	Residential	
Tai Tung	Southern	Local	Access to abutting land uses.
	Southern	Residential	
Holland	Southern	Local	Access to abutting land uses.
	Southern	Residential	
Harvard	Southern	Local	Access to abutting land uses.
Bennett	Southern	Local	Access to abutting land uses.
Ash	Southern	Local	Access to abutting land uses.
Nassau	Southern	Local	Access to abutting land uses.
Maple Place	Southern	Local	Access to abutting land uses.
Ionny Court	Southern	Local	Access to abutting land uses.
Pine	Southern	Local	Access to abutting land uses.

